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ABSTRACT

This study examines mission accretion, or the process by which the mission of the community college has broadened over time, in California's community colleges. The historical community college emphasis on transfer, occupational and remedial education, and community service has expanded to include the nontraditional educational initiatives of economic and workforce development, social service/community development, and K-12 school reform. This study also examines the hypothesis that no differences in attitude regarding community college mission accretion exist between key leadership groups. The key leadership groups studied were governing board presidents, chief executive officers, and academic senate presidents. Of the 308 subjects targeted for the study, 219 responded to the questionnaire, for an overall response rate of 71%. Findings indicated that statistically significant differences in attitude surfaced across all hypotheses. With respect to the ability of community colleges to effectively achieve their traditional goals in light of mission accretion, chief executive officers and academic senate presidents differed significantly in their attitudes. Chief executive officers also varied from the other leadership groups in their perceptions regarding the suitability and appropriateness of the new, expansive roles. Findings suggest that the attitudes held by the leadership groups seem to be principally influenced by the respondent's position within an institution rather than by selected institutional characteristics. Includes survey instruments. (Contains 184 references.) (NB)

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University of Nevada, Reno

Mission Accretion in the California Community Colleges

A dissertation submitted in partial fulfillment of the
Requirements for the degree of Doctor of Philosophy in
Educational Leadership

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ABSTRACT

Over the last century, community colleges have experienced an accretion of roles which have extended their programs, services, and functions well beyond the scope of their more traditional missions. Community colleges are being touted as the mechanisms to assist in rejuvenating and sustaining the economic vitality of their communities. As social institutions, community colleges are being promoted as catalysts to address societal problems. Further, these institutions are seen as part of a multi-faceted approach for K-12 educational reform. Community colleges' historical emphasis on transfer, occupational, and remedial education and community service has now been expanded to include the nontraditional educational initiatives of economic and workforce development, social service/community development, and K-12 school reform.

This present study focused on the attitudes of key community college stakeholders and decision-makers with respect to the construct of mission accretion and the growing dominance of nontraditional roles within these institutions. Specifically, this investigation examined the perceived benefits or detriments associated with mission expansion. Using a descriptive research model, this study employed a census survey to explore mission accretion in the California community colleges as viewed through the lens of key community college leaders in the state (i.e., board presidents, chief executive officers, and academic senate presidents).

Statistically significant differences in attitude surfaced across all hypotheses under investigation in this study. With respect to the ability of community colleges to effectively achieve their traditional goals in light of mission accretion, chief executive officers and academic senate presidents differed significantly in their attitudes. Chief

executive officers varied from the other leadership groups in their perceptions regarding the suitability and appropriateness of the new, expansive roles. The attitudes of chief executive officers and board presidents differed from faculty leaders regarding the effectiveness of community colleges in achieving the new, nontraditional goals. Mission primacy yielded significant differences in responses, principally between chief executive officers and the other leadership groups. Further, the findings suggest that the attitudes held by the leadership groups seem to be principally influenced by the respondent's position within an institution (that is, college leader, board president, faculty leader) rather than by selected institutional characteristics.

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There are times in one's life when the opportunity presents itself to look inward and take stock of who you are. This is one of those moments. Completion of a major milestone fosters such self-reflection. As I now engage in this introspective exercise, I am struck by how much of me is molded by the very important people in my life – specifically my family. While the process of working toward a Ph.D. is an isolating, arduous, and often lonely journey, my joys and frustrations have been shared by my husband, son, and mother. My family has bolstered my spirits, had faith in me when I could not fathom ever achieving this goal, and provided me with a warm, loving, and nurturing environment. My work embodied herein has been born of the love and fervent support that I have from my dear family.

To Dave, Gregory, and Mom

Your endearing love has allowed my dreams to become reality.

TABLE OF CONTENTS

Page

CHAPTER ONE: INTRODUCTION 1
Statement of the Problem 2
Overview 2
Traditional Mission of Community Colleges 5
Expanding Mission of Community Colleges 11
Summary 18
Purpose of Study 19
Research Hypotheses 20
Significance of Study 21
Assumptions of Study 24
Definitions of Key Terms 25
Limitations of Study 26
Delimitation of Study 27
Summary 27

CHAPTER TWO: LITERATURE REVIEW 28
Mission Accretion within Community Colleges 28
Evolutionary Perspective of Mission Accretion 29
Call to Action 42
Mission Accretion: New Roles for Community Colleges 48
Problems Associated with Mission Accretion 66
The California Community College System 92
Previous Studies 103
Institutional Mission Studies 103
Statewide Investigations 106
Institution-based Studies 108
Targeted Group Studies 112
Calls for Further Research 116
Summary 117

CHAPTER THREE: METHODOLOGY 119
Subjects 119
Instrumentation 121
Procedures 124
Statistical Analysis 125
Summary 133

CHAPTER FOUR: RESULTS AND ANALYSIS 134
Descriptive Summarization of Data 134
Hypothesis 1: Effectiveness in Achieving Traditional Goals 137
Question 9: Community Colleges Overextended 139

Question 10: Mission Blur and Ambiguity Due to Mission Accretion 140
Question 11: Fulfillment of Traditional Missions Compromised Due to Mission Accretion 142
Question 12: Transfer Function De-emphasized Due to Mission Accretion 144
Institutional Factors 145
Summary – Hypothesis 1 146
Hypothesis 2: Suitability and Appropriateness of Expanding Roles 147
Question 2: New Roles Appropriate for Community Colleges 149
Question 4: New Roles Consistent with Higher Education Mission 150
Question 6: Community Colleges as Key Players in Promoting Economic Health 152
Question 7: Community Colleges as Agents of Social Change 154
Question 8: Community Colleges as Partners in K-12 Educational Reform 155
Institutional Factors 157
Summary – Hypothesis 2 158
Hypothesis 3: Effectiveness in Achieving Nontraditional Goals 159
Question 3: Community Colleges Effective in Achieving Nontraditional Goals ... 160
Institutional Factors 162
Summary – Hypothesis 3 163
Hypothesis 4: Mission Primacy 164
Question 1: Concurrence with Current Mission Priorities 164
Question 14: Mission Priorities as Perceived by Leadership Group 167
Institutional Factors 174
Summary – Hypothesis 4 175
Summary 176

CHAPTER FIVE: DISCUSSION AND CONCLUSIONS 178
Effectiveness in Achieving Traditional Goals in Light of Mission Accretion 179
Suitability and Appropriateness of Mission Accretion 183
Effectiveness in Achieving New, Nontraditional Goals 185
Mission Primacy 186
Influence of Institutional Factors on Leaders' Perceptions 189
Conclusions 191
Recommendations for Further Research 194

REFERENCES 196

APPENDIX A: Survey Instrument: Colleges 217

APPENDIX B: Survey Instrument: Districts 222

APPENDIX C: Cover Letter - First Mailing 227

APPENDIX D: Letters of Support 229

APPENDIX E: Cover Letter - Second Mailing 233

LIST OF TABLES

Page

Table 1: Representation of Leadership Groups in Study 121
Table 2: Response Rate by Leadership Group 134
Table 3: Distribution of Leadership Group Respondents by District Size 135
Table 4: Distribution of Leadership Group Respondents by Institution Size 135
Table 5: Distribution of Leadership Group Respondents by Geographic Locale of Institution 136
Table 6: Distribution of Leadership Group Respondents by Campus Proximity to Public Four-Year University 136
Table 7: Median Response by Leadership Group: Status of Traditional Goals 138
Table 8: Kruskal-Wallis Test Statistic – Hypothesis 1 138
Table 9: Percentile Statistics by Quartiles for Leadership Groups, Question 9: Community Colleges Overextended 139
Table 10: Scheffé Post Hoc Multiple Comparisons Test – Question 9 140
Table 11: Percentile Statistics by Quartiles for Leadership Groups, Question 10: Mission Blur and Ambiguity Due to Mission Accretion 141
Table 12: Scheffé Post Hoc Multiple Comparisons Test – Question 10 142
Table 13: Percentile Statistics by Quartiles for Leadership Groups, Question 11: Fulfillment of Traditional Missions Compromised Due to Mission Accretion 142
Table 14: Scheffé Post Hoc Multiple Comparisons Test – Question 11 143
Table 15: Percentile Statistics by Quartiles for Leadership Groups, Question 12: Transfer Function De-emphasized Due to Mission Accretion 144
Table 16: Scheffé Post Hoc Multiple Comparisons Test – Question 12 145
Table 17: Median Response by Leadership Group: Appropriateness of New, Nontraditional Roles 148
Table 18: Kruskal-Wallis Test Statistic – Hypothesis 2 148
Table 19: Percentile Statistics by Quartiles for Leadership Groups, Question 2: New Roles Appropriate for Community Colleges 149
Table 20: Scheffé Post Hoc Multiple Comparisons Test – Question 2 150
Table 21: Percentile Statistics by Quartiles for Leadership Groups, Question 4: New Roles Consistent with Higher Education Mission 151
Table 22: Scheffé Post Hoc Multiple Comparisons Test – Question 4 152
Table 23: Percentile Statistics by Quartiles for Leadership Groups, Question 6: Community Colleges as Key Players in Promoting Economic Health 152
Table 24: Scheffé Post Hoc Multiple Comparisons Test – Question 6 153
Table 25: Percentile Statistics by Quartiles for Leadership Groups, Question 7: Community Colleges as Agents of Social Change 154
Table 26: Scheffé Post Hoc Multiple Comparisons Test – Question 7 155

Table 27: Percentile Statistics by Quartiles for Leadership Groups, Question 8: Community Colleges as Partners in K-12 Educational Reform 156
Table 28: Scheffé Post Hoc Multiple Comparisons Test – Question 8 157
Table 29: Median Response by Leadership Group: Effectiveness in Achieving Nontraditional Goals 159
Table 30: Kruskal-Wallis Test Statistic – Hypothesis 3 160
Table 31: Percentile Statistics by Quartiles for Leadership Groups, Question 3: Community Colleges Effective in Achieving Nontraditional Goals 161
Table 32: Scheffé Post Hoc Multiple Comparisons Test – Question 3 162
Table 33: Median Response by Leadership Group: Mission Primacy 164
Table 34: Kruskal-Wallis Test Statistic – Hypothesis 4 165
Table 35: Percentile Statistics by Quartiles for Leadership Groups, Question 1: Degree of Concurrence with Current Mission Priorities 165
Table 36: Scheffé Post Hoc Multiple Comparisons Test – Question 1 166
Table 37: Median Response by Leadership Group: Mission Prioritization 167
Table 38: Mission Priorities by Leadership Group 168
Table 39: Kruskal-Wallis Test Statistic – Mission Prioritization 169
Table 40: Percentile Statistics by Quartiles for Leadership Groups, Ranked Mission: Developmental/Remedial Education 170
Table 41: Scheffé Post Hoc Multiple Comparisons Test, Ranked Mission: Developmental/Remedial Education 171
Table 42: Percentile Statistics by Quartiles for Leadership Groups, Ranked Mission: Community Service 171
Table 43: Scheffé Post Hoc Multiple Comparisons Test, Ranked Mission: Community Service 172
Table 44: Percentile Statistics by Quartiles for Leadership Groups, Ranked Mission: Economic/Workforce Development 173
Table 45: Scheffé Post Hoc Multiple Comparisons Test, Ranked Mission: Economic/Workforce Development 174

LIST OF FIGURES

Page

Figure 1: Histograms of Responses by Leadership Group, Question 9: Community Colleges Overextended 139
Figure 2: Histograms of Responses by Leadership Group, Question 10: Mission Blur and Ambiguity Due to Mission Accretion 141
Figure 3: Histograms of Responses by Leadership Group, Question 11: Fulfillment of Traditional Missions Compromised Due to Mission Accretion 143
Figure 4: Histograms of Responses by Leadership Group, Question 12: Transfer Function De-emphasized Due to Mission Accretion 144
Figure 5: Histograms of Responses by Leadership Group, Question 2: New Roles Appropriate for Community Colleges 149
Figure 6: Histograms of Responses by Leadership Group, Question 4: New Roles Consistent with Higher Education Mission 151
Figure 7: Histograms of Responses by Leadership Group, Question 6: Community Colleges as Key Players in Promoting Economic Health 153
Figure 8: Histograms of Responses by Leadership Group, Question 7: Community Colleges as Agents of Social Change 154
Figure 9: Histograms of Responses by Leadership Group, Question 8: Community Colleges as Partners in K-12 Educational Reform 156
Figure 10: Histograms of Responses by Leadership Group, Question 3: Community Colleges Effective in Achieving Nontraditional Goals 161
Figure 11: Histograms of Responses by Leadership Group, Question 1: Degree of Concurrence with Current Mission Priorities 166
Figure 12: Histograms of Responses by Leadership Group, Ranked Mission: Developmental/Remedial Education 170
Figure 13: Histograms of Responses by Leadership Group, Ranked Mission: Community Service 172
Figure 14: Histograms of Responses by Leadership Group, Ranked Mission: Economic/Workforce Development 173

CHAPTER ONE

INTRODUCTION

From their inception, community colleges have been charged with carrying out multi-faceted missions in their role as institutions of higher education. Beginning as junior colleges, these institutions championed the university parallel track of freshman and sophomore general education curriculum for transfer-bound students, as well as occupational training for those seeking marketable skills (Witt, Wattenbarger, Gollattscheck, & Suppiger, 1994). Over time, junior colleges evolved into comprehensive colleges servicing the plethora of educational needs of their communities and have concomitantly undergone a name change to community colleges to reflect this transition (Clowes & Levin, 1989). The educational needs which the community colleges have worked to address include the more traditional transfer and occupational education functions as well as remedial education and community service.

Of late, social and political forces have caused the community colleges to broaden their role and function as educational institutions. In many states, particularly California, community colleges are being touted as the mechanisms to assist in jumpstarting economic rejuvenation in the state through programs designed to enhance economic development and workforce training (Hlavna, 1992). Across the country, community colleges have been given the responsibility of forging strong ties with secondary institutions, business and industry, and between academic and vocational educators through the mandates of Tech Prep and School-to-Work initiatives. In this vein community colleges are seen as part of the solution to the K-12 educational deficiencies noted in such works as *A Nation at Risk* (National Commission on Excellence in

Education, 1983). With the recent federal legislation regarding welfare reform and job training, the mission of community colleges has now grown beyond that of educational providers to the socio-political realm of social service providers. This additive process (O'Banion, 1998) has juxtaposed well-understood roles of community colleges with functions which go far beyond the traditional mission of these institutions.

Statement of the Problem

Overview

The community college, as an institution, is steeped in the egalitarian belief that educational opportunity should be extended to society at large. As articulated by Vaughan (1988), the "cornerstone of the community college philosophy is its commitment to open access" (p. 26). Operationally, this precept has led to an " . . . opening of the doors of higher education to ever-broadening segments of society" (Boone, 1997, p.2). In turn, community colleges have offered a broad range of learning experiences to address the multitude of student needs emanating from this doctrine of open access. That is, as O'Banion (1998) has suggested, this open door approach has caused the community colleges to develop over time " . . . by a process of 'adding-on.' Innately sensitive to social and economic forces, the community college has become enormously successful by adding on policies, practices, programs ... to meet the needs of a complex and ever-changing society" (p. 4). In this present study, the phrase *mission accretion* is used to describe the process by which the mission of the community college has broadened over time. As defined by the Random House Dictionary of the English Language (1983), the term *accretion* is an "increase by natural growth or by gradual

external addition." The process of mission expansion within the community colleges is appropriately characterized by this term.

The addition of new roles and functions is a natural outgrowth of the commitment these institutions have to serve the varied educational needs of a diverse community, indeed a diverse society. Yet with mission accretion, the question for community colleges becomes: Can (or should) the community colleges be all things to all people? That is, can these institutions fulfill their diverse roles in an effective manner without degrading the more traditional functions, particularly in light of resource constraints that are an ever-present reality? As Ernst (1991) queried:

> When does a community college overextend itself by offering programs and services that are not in concert with its basic mission? When does a community college say to its community that it will not become involved in activities that should more appropriately be provided by other agencies, institutions, or the private sector? When should a community college limit its programs and services because of external requirements or restrictions such as lack of funding or potential disruption of the institution? When should a community college simply say, "No?" (p. 41)

Attendant with the increasing diversification of mission is the challenge faced by community colleges in terms of clarity and scope of institutional identity. Slutsky (1978) argued that community colleges have "so many diverse roles that we are floundering for a sound view of who we are . . ." (p. 9). By accommodating a profusion of educational needs, the community colleges have been left grappling with ambiguity, or worse yet, a loss of purpose (Fryer, 1986; Eaton, 1992) and have provoked concern that "in trying to

be a jack-of-all-trades, the community college has often ended up being master of none" (Dougherty, 1991, p. 320).

The trend of mission accretion is perhaps most apparent within the California community college system. With over 1.5 million students and 108 colleges (California Community Colleges Chancellor's Office, 2000), the California community colleges constitute the largest postsecondary educational system in the United States. With the legislative adoption of the Master Plan for Higher Education in California, 1960-1975 (California State Department of Education, 1960), the state went on record with a clearly articulated policy of democratizing higher education. This commitment to provide universal access to higher education became the model for the nation. The Master Plan clearly defined the primary missions of the California community colleges as transfer and vocational education as well as the provision of general, or liberal arts education. However, since the publication of this document, the functions provided by the California community colleges have broadened to include remedial education, English as a second language, community service, continuing education (e.g., noncredit curricula), workforce development and training (e.g., contract education), welfare reform programs and services, and articulated career education (California Postsecondary Education Commission, 1993; Richardson, 1997). In addition, by legislative decree, the system's primary missions now include the goal of advancing California's economic growth and global competitiveness (California Education Code §66010.4). Given these expanding roles, the same question holds: Can (or should) the California community colleges be all things to all people? That is, can these institutions offer a full spectrum of programs without degrading or sacrificing quality, identity, and commitment?

A brief overview of the roles of the community colleges, both traditional and contemporary, will serve to frame the issues examined within this study.

Traditional Mission of Community Colleges

Transfer Education. Embodying the anti-aristocratic tenet of equality of educational opportunity embraced by Jefferson over two centuries ago (Gutek, 1991; Boone, 1997), the community colleges of today stand as beacons for access to higher education. The numbers to substantiate this position are striking: in 1996, 36.9 percent of the students attending postsecondary institutions were enrolled in community colleges (National Center for Education Statistics, 1999b) and 45.7 percent of all first-time freshmen began their academic tenure at two-year colleges (National Center for Education Statistics, 1998a).

From an historical perspective, junior colleges, as the predecessor to community colleges, were focused upon " . . .bringing higher education to the people" (Brint & Karabel, 1989a, p. 10) primarily through the provision of a liberal arts curricula (Gleazer, 1968; Witt et al., 1994). In this light, two-year colleges were seen as inventions which served to address four major issues within higher education: enhancement of access, equality of opportunity, commitment to meeting the surge in demand for postsecondary education, and bridging the gap between high school and college. Beyond the narrow-focused perspective of some sponsoring universities that junior colleges functioned to preserve universities for the "intellectually elite" (Brint & Karabel, 1989b, p. 24) or to " . . . 'save' socially immature students who might flounder in senior institutions" (Bogue, 1950, p. 32), a more enlightened viewpoint was that junior colleges served to provide "educational opportunities in university-parallel curricula to well-qualified

students who cannot afford or who prefer not to attend college away from home for four or more years" (Bogue, p. 32). Embedded within this transfer function have been the community college's general education curricula in arts and sciences leading to an associate's degree. Whether utilized for terminal associate degree acquisition or for transfer preparation, these general education curricula are the core of the lower division course offerings found in these two-year institutions. Serving as the institutional nucleus, general education course offerings form the philosophical foundation for cultivating the community colleges' perception of self as described by Cohen and Brawer (1996):

> In their drive for acceptance as full partners in higher learning . . . they [community colleges] arranged their curricula in the university image. The terms *college parallel*, *college transfer*, and *college equivalent* were (and are) used to describe their academic programs. Their collegiate function . . . was embodied in the transfer courses. (p. 309)

Thus, the community colleges' commitment to higher education access and opportunity has its roots in the transfer preparation role that junior colleges assumed during their embryonic stages of development. This collegiate function has given these institutions postsecondary identity and standing within the hierarchy of higher education.

Occupational Education. While the early view of junior colleges emphasized the transfer function, occupational education has always been embraced, albeit to varying degrees, within the mission of these institutions (Brint & Karabel, 1989b; Cohen & Brawer, 1996). From an historical perspective, several key events served as catalysts for these institutions to shift their emphasis from predominantly transfer preparation to that of providing more inclusive curricula, particularly focused upon career and workforce

education. Noteworthy in prompting this transformation were the findings contained in the 1947 report, *Higher Education for American Democracy*, authored by the President's Commission on Higher Education (commonly known as the Truman Commission). Charged with assessing the function and delivery of higher education in the post-World War II era, the Commission considered the key role that two-year colleges must play in the provision of education to the populace. Indeed, the Commission stated that these institutions "will have to carry a large part of the responsibility for expanding opportunities in higher education" (President's Commission on Higher Education, 1947, p. 37). Further, this body recognized the value of occupational education and stated that two-year colleges should emphasize vocational training in semiprofessional occupations. Of particular note was the recommendation from the Commission that the name *community college* replace the appellation *junior college* as a way of conveying the broad, comprehensive role that these institutions should play in the provision of postsecondary education. In the larger context of higher education opportunities, Clark (2000) describes such a philosophical transition as a shift "from elite to mass to universal" access (p. 12).

Influenced by the end of World War II, the Truman Commission's evaluation of the role of community colleges, the Sputnik era of the late 1950's, and the technology advances in the workplace, community colleges began to focus resources on the preparation of students for productive careers in selected occupational professions (Monroe, 1972; Eaton, 1994a). This shift in emphasis was particularly striking during the 1960s and 1970s, a time period during which the community colleges experienced unprecedented growth in enrollment in occupational programs (Brint & Karabel, 1989b).

This surge has been attributed to a number of factors, particularly declining opportunities and consequent underemployment for four-year university and college graduates, as well as an infusion of federal funding into community college occupational programs through the Vocational Education Act of 1963 (Breneman & Nelson, 1981; Brint & Karabel, 1989b; Cohen & Brawer, 1996; Eaton, 1994b; Witt et al., 1994).

Today, enrollments in community college vocational education programs constitute 40-45 percent of total institutional enrollment (Cohen & Brawer, 1996). This is in large part due to the fact that community colleges stand as monuments of flexibility, responsiveness, and sensitivity to the needs of the workforce (both new and incumbent) and to business and industry. Community colleges readily embrace an outward-oriented, externally driven focus with respect to the assessment and development of occupational programs. Indeed, it is because of this perspective that these institutions have emerged, as an outgrowth of occupational education providers, to become primary forces within workforce and economic development (Grubb, Badway, Bell, Bragg, & Russman, 1997) toward the goal espoused by Breneman and Nelson (1981) two decades ago of investing in human capital.

Remedial/Developmental Education. While embracing the tenets of open access and equality of opportunity, community colleges have experienced the attendant need to confront the issue of academic underpreparedness of students. This need became particularly apparent during the late 1960s and early 1970s when, due to the convergence of varied social forces, community colleges were confronted with a growing proportion of their students who were ill prepared for postsecondary coursework (Monroe, 1972; Donovan, 1985; Cohen & Brawer, 1996). Student underpreparedness continues to be an

issue for community colleges due, in large part, to the growth in nontraditional students served by these institutions. The magnitude of this challenge is demonstrated by the fact that in 1995, 41 percent of community college freshmen enrolled in remedial courses to address deficiencies in reading, writing, and/or mathematics (National Center for Education Statistics, 1999a).

Remedial (also known as developmental) programs have been designed to compensate for lack of prior preparation resulting from what Spann (1994) describes as the "breakdown of basic academic education at the secondary level" (p. 161) as well as to develop precollegiate skills for those who have not received such instruction in earlier educational settings. Specifically, the curricula targets deficiencies in basic literacy (including limited English proficiency) and computational skills amongst the diverse community college learners. In addition to focused instruction, support services for students have been enhanced to further address the goal of removing educational deficiencies, including:

1. basic skills assessment and evaluation and subsequent to that, proper placement in applicable courses;
2. enrichment programs for special populations (such as selected underrepresented groups, re-entry women, displaced homemakers);
3. learning disabilities testing, evaluation, and support services; and
4. tutoring support.

The plethora of instructional and support services available to underprepared students attests to the fact that remedial education now occupies an important and permanent part

of the community college mission (Boggs & Cater, 1994; Spann, 1994), toward the notable goal of "connecting people with opportunities" (Cohen & Brawer,1996, p. 273).

Community Service. Community service is multi-dimensional in form and function and has traditionally included programs and services which target the cultural, avocational, recreational, and personal growth and development interests of the community served by the college. Key to this function is a fundamental institutional commitment to "meet the needs of [the] local community and its citizens over an *entire life cycle* [italics added]" (Baker, 1994, p. xiv). Indeed, the community service function embodies the principle of lifelong learning to enhance the quality of life of the community. Through the provision of workshops for hobbyists, short-term focused classes and training, youth-oriented programs (e.g., summer "college" for kids), cultural activities, recreation and self-improvement courses, and the like, community colleges have cemented their relationship with the local populace as imparted by Bogue's words (1950): "What then is a community college. . . ? The first qualification is *service* primarily to the people of the community" (p. 21). While varied, broad in scope, and most often self-supporting, such community service programs have been outside the core of the institutional mission, typically existing on the periphery of community college functions (Cohen & Brawer, 1996).

Of importance is the recent trend within the community services arena to expand program offerings beyond personal enrichment opportunities (i.e., cultural, avocational, recreational activities) to address the economic viability and health within a community. Such endeavors include the provision of economic development services for local (and potential) business and industry, entrepreneurial advice and services, incubator programs

for the development of small businesses, contract training for workforce development, and other community-based activities. As the Commission on the Future of Community Colleges (1988) stated, the "collaborations with employers – industries, business, public employers, and organized labor groups – for the training of the work force and the economic development of the community are among the most important recent developments in the community college movement" (p. 38). Such programs will be discussed in more detail within the context of the community colleges' expanding mission in the area of economic and workforce development.

Expanding Mission of Community Colleges

As a twentieth century phenomena, the community colleges of today are quite unlike the junior colleges of yesteryear. Educational opportunity and open access necessitate a breadth of programs for the cross-section of society served. The historically narrow focus embraced by junior colleges in the past has now been replaced by a more comprehensive perspective. As espoused by the Truman Commission, a community college was envisioned as an entity to "serve chiefly local educational needs" and that "its dominant feature is its intimate relations to the life of the community it serves" (President's Commission on Higher Education, 1947, p. 5). Following the spirit of the recommendations put forth by the Truman Commission, community colleges have further emphasized their broad-based, inclusive, and comprehensive nature. As Deegan and Tillery (1985) explain, "Community colleges have experienced tremendous growth. . . . not only in the numbers of students and colleges but also in the missions and the role of community colleges in American society" (p. 1). This mission expansion has bolstered the involvement of these institutions in somewhat nontraditional types of educational

initiatives, the most prominent of which include social service programs, economic and workforce development programs, and programs which focus on K-12 school reform.

Social Service/Community Development. Recent socioeconomic and political changes nationwide have resulted in sweeping welfare reform legislation. In 1996, the Personal Responsibility and Work Opportunity Reconciliation Act (i.e., the Welfare Reform Act) amended the nation's welfare laws. The main thrust of the welfare reform changes have been on (1) shortening the time that clients may receive public assistance and (2) focusing welfare recipients on becoming productive wage earners within a limited amount of time (the welfare-to-work perspective).

Within the context of welfare reform, community colleges are being touted as "both the logical and best-prepared institutions to move the poor to full employment" (McCabe, 1997, p. 22). Community colleges have long been in the business of enhancing the employability of welfare recipients, primarily via the route of occupational education (i.e., degree or certificate programs) and remediation (Parker, 1997). However, this new public policy brings with it a shift in emphasis from education and job training activities for welfare recipients to work activities. Community colleges are finding that they have been drafted into a new and key role with respect to these welfare-to-work programs. This role now places the colleges as partners with state social service providers to implement a variety of welfare reform mandates, including short-term training, child care, support services, job development and placement (often as co-sponsors of one-stop centers), and subsidized work opportunities - all within prescribed and constrained timelines.

Welfare reform and other community-based programs represent a visible manifestation of community colleges' involvement in social, economic, political imperatives. As O'Banion and Gillett-Karam (1996-97) describe:

> community colleges are beginning to broaden and deepen their role in servicing their communities - they are "getting out on the streets." The "people's college" is beginning to respond seriously to the needs of the "street people" – the people who are homeless, on welfare, on drugs, and involved in crime. (p. 27)

In addition to the "street people" described by these researchers, targeted services are being provided by community colleges to other special populations including single parents, displaced homemakers, dislocated workers, single pregnant women, and foster families (parents and children). Calls have come out for the community colleges to serve as community activists and social reconstructionists working toward the goal of helping " . . . communities set new patterns of behavior . . . to achieve a more equitable yet fiscally attainable quality of life for all in the twenty-first century" (Tagle, 1991). As community colleges are being asked "to cooperate with the community and to serve as catalysts in the renewal of society" (O'Banion and Gillett-Karam, 1996, p. 35), more and more of the new roles assumed by these institutions are in the realm of social services (i.e., non-instructional) and border on being quasi-educational in nature.

Economic and Workforce Development. A strong economy, global competitiveness, a technically skilled workforce, an enhanced quality of life – all of these phrases describe the goal of the nation in terms of achieving long-term economic health and viability. In this vein, at the local, state, and national levels "community colleges are emerging as perhaps the major, potential providers of workforce training required to

revitalize and maintain the competitiveness of the nation's business and industries" (Commission on Workforce and Community Development, 1996, p. 3). The ideal role for community colleges, as described by Boone (1997) is "that of having them become both leaders and catalysts in working with economic development stakeholders and other community groups to develop, organize, and implement a master plan for confronting and resolving economic development problems in their respective service areas" (p. 11).

Long providers of workforce training in the form of occupational education, community colleges are expanding (or being asked to expand) into such programs and services as: customized, site-specific contract training; workplace literacy training; small business development centers; counseling services for entrepreneurs; leadership development programs; economic environmental scanning; market and demographic research and data dissemination; and the like (Commission on Workforce and Community Development, 1996; Grubb et al., 1997). Community college efforts in this arena are focused toward the ultimate objectives of job attraction, job creation, job expansion, and job retention (Zeiss, 1994). These multi-faceted economic development activities have come about not only in response to community needs, but also as a result of the natural outgrowth of the more traditional occupational education and community service programs offered by community colleges. Such a broad spectrum of programs and services in workforce and economic development are congruent with what the Commission on the Future of Community Colleges (1988) described as "horizontal developmental," whereby the community colleges have "expanded to provide a full range of educational services to the surrounding region" (p.6).

A further example of the role of community colleges in workforce development can be found within the newly authorized Workforce Investment Act (WIA) of 1998. This current legislation has evolved from the Manpower Development and Training Act (1962), the Comprehensive Employment and Training Act (1973), and the Job Training Partnership Act (1982) and outlines a continued role for community colleges in federally funded training and employment development programs. The colleges' involvement in the WIA includes serving as collaborative partners in the establishment of "one-stop" centers for the delivery of services. It is envisioned that the "One-Stop concept will provide customers with information about and access to job training, education, and employment services at a single neighborhood location" (U. S. Department of Labor, 1998, p. 4). The law stipulates that an organization (i.e., public community college) that receives certain federal funds must participate in the provision of services (such as, assessment, job search assistance, labor market information, and related services) through this one-stop system (American Association of Community Colleges, 1998). That is, in order to continue receiving certain federal funds, public community colleges must become key players in the one-stop centers wherein the primary focus is one of employment first rather than education – a direction which could further distance community colleges from their mission as educational institutions.

There is some dissension among community college pundits regarding the role of these institutions in economic and workforce development. Hlavna (1992) suggests that perhaps this "...involvement in economic development conflicts with the community colleges' missions" (p. 47). That is, the provision of training, information, and specialized resources to a particular business or industry calls into question the

community colleges' mission of open access for all and utilizes limited funds to benefit "...one taxpayer [a particular employer] over another under the guise of economic development" (p.48).

Partnership Role in School Reform. Federal initiatives in the form of Tech Prep and School-to-Work have clearly put resources behind the call for greater collaboration between community colleges, school systems, and business and industry partners. Reeling from the National Commission on Excellence in Education's indictments handed down in *A Nation at Risk* (1983), the federal government has instituted a number of reforms designed to address noted deficiencies in the K-12 education system highlighted in this seminal report. The goal of Tech Prep and School-to-Work initiatives has been the development and implementation of curricula which fosters linkages between the secondary and postsecondary educational institutions and between academia and business and industry to enhance the academic preparation, career competencies, skills development, career awareness, and employability of students, beginning in the elementary grades (Hull & Parnell, 1991; Beaumont, 1996). Having roots in vocational education, Tech Prep and School-to-Work programs have emphasized the need to provide an integrated and seamless (i.e., articulated) vocational-technical education experience for students from high school to community college to work. The emphasis within these reform movements has been upon developing and strengthening relationships between:

(1) academic and vocational education;

(2) educators and employers; and

(3) secondary and postsecondary educational institutions.

Community colleges are seen as pivotal players in the coordination and implementation of such partnerships. Indeed, as described by Bragg and Layton (1995), "public policy encourages – mandates in the case of the federal tech prep legislation – that community colleges play an active role in the reform" (p. 295). Gleazer (1980) suggests that this role be thought of in the context of stimulating "vertical connections in the educational hierarchy" such that community colleges become the educational "middle man" (p. 11), brokering and facilitating collaboration, interchange, and partnerships.

While the goals of Tech Prep, School to Work, and other collaborative reform measures are noteworthy, challenges confront community colleges in the implementation of these programs (Academic Senate for California Community Colleges, 1995; Bragg, Puckett, Reger, Thomans, & Ortman, 1997). These challenges include: lack of program clarity and purpose; resistance to curriculum reform at both the secondary and postsecondary levels; lack of acceptance regarding the integration of academics and vocational education; community college faculty concerns regarding potential loss of their primacy right to develop curriculum; and unrealistic educational expectations. As Gleazer's (1980) euphemistic "middle man" for Tech Prep and School-to-Work partnerships, community colleges are put in the formidable position of fostering change and reform amongst secondary institutions which have become jaded by a seemingly constant barrage of reform measures. The question then surfaces, to what degree should community colleges lead the charge to address educational reform and restructuring at the K-12 level?

Summary

Community colleges have led the way in strengthening access to, equity in, and opportunity for postsecondary education through the provision of transfer, occupational, and remedial education. Additionally, the colleges' community links have been well established through community service programs. Of late, social, political, economic, and educational imperatives have added a plethora of new roles and responsibilities to the traditional mission of the community college. These new roles include the provision of social service programs, economic and workforce development opportunities, and school partnerships. Concerns which have been expressed regarding this accretion of missions include:

- the quasi-educational nature of many of these new roles calling into question the academic integrity of these activities;
- the alignment of the new roles with the goals of community colleges as postsecondary educational institutions;
- clarifying who is actually benefiting from this mission expansion;
- the appropriateness of these new roles for community colleges;
- the ability of the community colleges to do it all in terms of the provision of these programs and services; and
- the potential dilution of resources associated with mission accretion and the concomitant risk to the more traditional roles of the community colleges.

Purpose of Study

There are a number of issues and concerns associated with mission accretion, some of which were discussed in the previous section. In order to determine the validity of these implied concerns, it is necessary to undertake a field-based investigation of mission accretion as perceived by community college stakeholders and decision-makers. The purpose of this study is to investigate the attitudes of key community college leaders with respect to the traditional and expanding missions of these institutions. This research is founded on the contention that those responsible for the provision of education within the community college system have a keen, and as yet untapped, understanding of the purpose and mission of these institutions.

Specifically, this study seeks to examine the perspectives of three leadership groups relative to mission accretion within the California community college system. California has been chosen as the focus of this study for three primary reasons. Firstly, the California community college system represents the largest postsecondary educational system in the nation. There are 108 community colleges in the state system, organized into 72 districts. Total annual enrollment exceeds 1.5 millions students (California Community Colleges Chancellor's Office, 2000). Indeed, enrollment in California's public community colleges constitutes in excess of 25% of total public community college enrollment in the United States (National Center for Educational Statistics, 1999c; California Community Colleges Chancellor's Office, 2000). Secondly, the state of California as a whole, with a population in excess of 32,000,000 (U.S. Bureau of the Census, 1998), often establishes the tenor, and is the pacesetter for the nation, with respect to social, economic, and political trends based upon its sheer size. Thirdly,

California's population is heterogeneous and diverse. Societal change within the state is ever present and dynamic and it is within this climate that California's agencies and institutions must exist. As part of the state system of education, California's community colleges act as the litmus paper for societal change and are responsive to its effects.

The three leadership groups represented in this study are: board presidents from each of the locally elected governing boards of the 72 community college districts in California; chief executive officers (i.e. district chancellors and college presidents) from each of the 108 California community colleges; and academic senate presidents from each of the 108 California community colleges. The leadership groups (i.e., board presidents, chief executive officers, and academic senate presidents) represent the preeminent leadership positions within their respective constituent groups. The 72 locally elected governing boards are given statutory authority for establishing broad institutional policies for each of the 72 community college districts in California. At an organizational level, a board president is elected to represent the collective voice of the board. Chief executive officers are charged with carrying out board policy on an operational level at each of the 108 community colleges in the state system. Academic senate presidents represent the voice of the faculty and constitute the key leadership position within the faculty ranks at each of the colleges in the state.

Research Hypotheses

In order to determine whether mission accretion is perceived by community college leaders as a benefit or a detriment, this study will seek to test the following research hypotheses:

1. No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to the ability of California community colleges to effectively achieve their traditional goals in light of mission accretion.
2. No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to the suitability and appropriateness of the expanding roles of the California community colleges.
3. No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to the effectiveness of California community colleges in achieving their new, nontraditional goals.
4. No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to their assessment of primacy in the missions and roles within the California community college system.

Significance of the Study

As educational establishments, community colleges are subsuming a host of roles and functions which take these institutions beyond their traditional scope of responsibilities. As these colleges become social service providers, economic and workforce developers, and partners in school reform, questions begin to arise regarding the true purpose of community colleges. Because of the multi-faceted roles these institutions have historically fulfilled (i.e., transfer, occupational, and remedial education providers as well as community service providers), there has always been an identity crisis of sorts. However, this lack of identity, or perhaps more appropriately described as "too much" identity, is being exacerbated by mission accretion.

Over thirty years ago, Cohen (1969) discussed this identity problem within community colleges and suggested that, "Reaching a sense of identity is a long, perhaps continual, process. In order to begin such a process, direction achieved from *within* individual community colleges may be necessary . . . ." (p. 60). The present study seeks to understand the community college's internal perception of self through the scrutiny of community college educators and leaders. Assessing the internal publics' attitudes regarding the purpose and function of community colleges vis-à-vis mission accretion is the first step in the process of identity clarification. Furthermore, there must be a semblance of congruence between the aims of community college educators and leaders and the legislatively expressed objectives of these institutions in order for the provision of educational services to be effective. As described by Medsker (1960), these internal constituent groups " . . . inevitably influence, by their attitudes, the nature and quality of [the college's] program[s]. They, and the students, make the institution what it is" (p. 169). Thus, faculty, administrators, and governing boards are influential in setting the tone and direction for community colleges. Indeed, their attitudes and perceptions are key in shaping the mission, role, and purpose of the institution. In order to stave off institutional ineffectiveness and problems of mission identity, there must be a degree of convergence in the perspectives of policy makers at the state and federal level and implementers at the local level. Through a study of the attitudes of key community college stakeholders, this investigation seeks to identify areas of differing perspectives and to identify potential problems regarding efficacy of mission fulfillment.

Further, such findings have implications for future policy formulation and mission refinement at the state level. The degree to which it is felt that the community colleges

are (or are not) fulfilling their mandated roles, both traditional and expanding, and their level of effectiveness influence state-level policy decision making. Those policy makers vested with the authority to set the direction for the community colleges are also charged with setting the funding priorities for the system. The allocation of scarce resources, driven by policy decisions, is a source of system-wide as well as institutional, conflict - particularly during times of fiscal exigency. The appropriation of limited funds has been a determining force in the movement toward greater accountability within higher education, including community colleges, to identify performance indicators which document institutional and system success. However, as Engelkemeyer (1998) points out:

> a strategic link to mission and vision is often not readily apparent in these measures. Perhaps it is because higher education institutions have historically tried to be all things to all people and have not carefully focused their programs, resources, and energies. (p. 3)

As community colleges wrestle with both shrinking resources and what it means to measure outcomes in an educational setting, mission distillation and clarity become paramount. Thus, from an operational standpoint, this study will have relevance in the determination of fiscal and programmatic policy directions at the legislative level. At a more basic level, this study will support the stance articulated by Breneman and Nelson (1981) in their seminal work regarding the economics of community colleges, "When public funds are involved, it is legitimate and reasonable to inquire about the nature and distribution of the benefits produced" (p. 31).

In summary, this study will engender understanding and yield findings which may be of significance in the following areas:

- the enhancement of mission clarity and focus within the community colleges;
- the movement toward congruence of purpose and mission as embraced by key community college stakeholders;
- the formulation of policy and the allocation of resources to facilitate mission fulfillment; and
- the establishment of linkages between accountability measures and mission priorities.

Assumptions of Study

Assumptions inherent in this study include the following:

1. The attitudes and perceptions of the governing board presidents, chief executive officers, and academic senate presidents exemplify the attitudes and perceptions of the constituent groups they represent, that is, local governing boards, upper-level administrators, and faculty, respectively.
2. The participants of this study are qualified, within their respective positions, to respond to the survey questions.
3. The participants of this study respond to the survey questions truthfully and from a perspective that is representative of their respective positions (i.e., governing board president, chief executive officer, and academic senate president).
4. The data obtained from the respondents is accurate.
5. Those responsible for the provision of education within the community college system have well-founded perceptions and attitudes with regard to the mission of these institutions.

Definitions of Key Terms

For the purpose of this study, the following terms are defined:

1. Attitude – an opinion or belief held by the respondents regarding the matters under investigation in this study.
2. Economic Development – services and programs designed to stabilize and/or increase community-based employment opportunities.
3. Mission Accretion – the process by which the mission of the community colleges has broadened over time.
4. Perception – respondents' insight, understanding, or awareness regarding the matters under investigation in this study.
5. School-to-Work – federal initiative aimed at strengthening the connection between school and work and fostering greater training and workplace preparedness for high school youth through work-based learning activities, school-based learning activities, and connecting activities between secondary schools, postsecondary institutions, and industry.
6. Tech Prep – federal initiative focused on the provision of technical preparation programs of study (with a strong emphasis on applied academics) to underserved high school students and linking such programs to postsecondary education and to business/industry.
7. Transfer Education – general education curricula within the community colleges designed to provide the lower division coursework for baccalaureate-bound students matriculating to four-year universities and colleges.

8. Workforce Development – programs designed to provide training to incumbent workers and workforce preparation to the unemployed and underemployed.

Limitations of Study

The limitations associated with this study include the following:

1. With respect to the instrumentation utilized for this study, the validity and reliability have not been previously established due to the researcher-developed design of the questionnaire.
2. The study is based upon a volunteer response and, as such, the respondents may not be representative of the population (i.e., all California community college governing board presidents, chief executive officers, and academic senate presidents) as a whole.
3. The interpretation of the questions, statements, and terminology posed in the survey may not be as intended by the researcher.
4. It cannot be stated with certainty that the respondents in this study are representative of the larger population of local governing board members, upper-level administrators, and faculty.
5. The voluntary nature of the research design may have an effect on the rate of return.

Delimitation of Study

The delimitations associated with this study include:

1. This study is confined to representatives of the following populations within the California community college system: local governing board members, upper-level administrators, and faculty.
2. As this study focuses upon the mission of public community colleges and key leadership groups within this system of higher education, the study is not generalizable to other segments of education (such as, elementary and secondary education, four-year universities and colleges, and private post-secondary institutions).
3. This study is delimited to public community colleges within the state of California.

Summary

This study presents an approach to assessing opinions about the effectiveness of community colleges in achieving their missions in light of continued accretion of roles and functions. Through an analysis of the perspectives of key leaders and decision-makers within the community college system, an understanding of mission attainment within the community college sector will be revealed. This understanding will lay the foundation for enhancing mission clarity and focus, strengthening institutional effectiveness, reassessing resource allocation and the policy which drives those resources, and reinforcing the connection between performance indicators (i.e., outcome or accountability measures) and the purpose of these institutions.

CHAPTER TWO

LITERATURE REVIEW

The literature review which follows serves as the conceptual framework for this current study of mission accretion. This chapter is organized into three major divisions. The first of these sections develops the historical context of mission accretion, addresses the environmental forces which have propelled community colleges to adopt an increasingly prominent role in society today, highlights the emerging roles being embraced by these institutions (and attendant problems), and focuses on the California community college system as a harbinger of mission accretion. The second section of this chapter provides a review of previous studies. The final section summarizes the ideas gleaned from the literature review.

Mission Accretion within Community Colleges

Contemporary societal demands and problems are serving as stimuli for community colleges to reexamine their founding principles, mission, and social purpose and to contemplate fundamental transformation and change as educational institutions. Community college observers and pundits are echoing the common theme that community colleges must expand beyond their conventional collegiate role to uphold their responsibility to society to address contemporary social ills, to service a plethora of community-based needs, and to respond to the needs of lifelong learners in a dynamic society. In response, the institutional mission of community colleges has expanded several-fold beyond the traditional transfer, occupational, remedial, and community service core to embrace these new responsibilities. Within the context of this present study, this growth process is termed *mission accretion*. This section first looks at the

phenomenon of mission accretion within community colleges from an evolutionary perspective. Next the call for community colleges to embrace a more central role within the community is examined along with the rise to prominence of several new nontraditional roles for these institutions. An assessment of problems associated with this trend of mission accretion is provided. Finally, this section closes with a view of the California community college system as a lens for studying the phenomenon of mission expansion.

Evolutionary Perspective of Mission Accretion

The history of the community college movement can be viewed as a documentary on mission growth and expansion within this system of higher education. As so aptly put by Ratcliff (1994), "Contemporary discussion regarding the mission, role, and function of the community college relies on historical notions of the evolution of the institution" (p. 5). Over the past two decades, several community college commentators have sought to understand these institutions by providing a framework in which evolutionary or developmental stages can be discerned, particularly as these stages relate to the accretion of roles.

Generations and Foci. In the mid-1980's, Deegan and Tillery (1985) examined, from a functional perspective, the historical context of community college development by invoking the concept of generations. The first generation, extending from the turn of the 20th century to 1930, marked the birth of junior colleges. Conceived as institutions which would both divert the lower division student from the university as well as offer postsecondary education to a broader spectrum of the population, these early junior colleges developed as outgrowths of high schools to fill the growing need for education

beyond the twelfth grade. The educational offerings focused on lower division parallel curricula as well as occupational programs and serviced a largely post-high school age student population.

The major theme during the second generation, 1930-1950, centered on refinement of the functions of these institutions and was the era during which the junior colleges came of age. This period marked the institutionalization of the core functions of these colleges, that being transfer preparation (including general education), vocational and terminal education, and academic remediation. Further, the student population expanded beyond the traditional college age students to adult learners, in large part due to the Great Depression and returning World War II veterans.

The next 20-year period, described as the third generation (1950-1970) documents the time during which these two-year institutions transitioned from junior colleges to community colleges and experienced unprecedented growth. Deegan and Tillery provide a clear perspective of the institutional metamorphosis and expansion which took place during this time frame:

> So much attention has been given to the growth of the community college that the meaning of its transformation from the junior college has not been well understood. Rarely is a community college an overgrown junior college. The community colleges look different; they have different personnel and students; their leaders play different roles; and their mission, while cast in the language of the late junior college, takes on different priorities. (p. 13-14)

Higher education access, opportunity, and choice became hallmarks of community colleges during this time.

The decade of the 1970s, termed the fourth generation, is characterized as the era when the community colleges embraced the concept of comprehensiveness in terms of programs, services, and students. This time period saw the expansion of programs (some unconventional and quasi-educational) targeting nontraditional learners (e.g., underrepresented groups and special populations) and using unique delivery methods and locations. Concomitant with acceptance of wide-ranging roles and functions by community colleges came mission confusion and lack of clarity regarding the purpose of these institutions. This confusion has not subsided as Deegan and Tillery explain, "As the colleges move farther into the next generation [i.e., the fifth generation], there is still widespread ambiguity about the mission of the comprehensive community college. Perhaps more important are uncertainties about priorities and program balance within the mission" (p. 21).

Through these four generations, the educational paradigm for community colleges has been one of social adaptation, guided by egalitarian and utopian principles and noted for a responsiveness to socioeconomic trends and needs. However, as Deegan and Tillery assert, while community colleges have welcomed and accepted a broader social role, these institutions have fallen into a quagmire of mission confusion and ambiguity. Attendant with a comprehensive focus in mission and function has come "ideological conflicts about the community college role" (p. 27). Criticisms concerning program imbalances (i.e., transfer preparation programs being slighted) and the redirection of resources into areas that should remain within the purview of social service agencies have emerged as a result of the expansion of functions. Deegan and Tillery project that the transition into the fifth generation will be accompanied by an opportunity to renew the

mission of these institutions in light of the growing need for ongoing (i.e., lifelong) adult education, greater emphasis on meeting the needs of the local communities, and enhanced accountability expectations relative to fiscal resources as well as programmatic outcomes.

Cross (1985) carries forth a theme similar to that posited by Deegan and Tillery regarding mission ambiguity as community colleges enter the fifth generation:

> It is not easy to define the purpose and mission of community colleges today - not nearly as easy as it was in the third generation, when community colleges were in high agreement on a common purpose and a national mission to open the doors of higher education to previously unserved segments of the population. Once the doors have been opened, however, and those previously unserved students are in attendance, what is the goal? (p. 34)

Making the transition into the fifth generation (i.e., the future) will require that community colleges attend to their primary focus and to establish " . . . their own identity and [move] toward quality in the goals they have set for themselves" (p. 45). As options for the future, Cross offers five potential areas of emphases or foci for community colleges to consider: the *comprehensive focus*; the *vertical focus*; the *horizontal focus*; the *integrated focus*; and the *remedial focus*.

The comprehensive focus encompasses the traditional scope of programs and services offered by "comprehensive" community colleges, that is transfer, career, remedial, community, and general education. While predicting that this is the most likely path for community colleges to continue following into the future (due to tradition and the avoidance of priority setting), Cross warns that long-term sustainability of all aspects of the comprehensive focus will be threatened by scarce resources.

Redirection of resources and energy toward the transfer function is a futuristic option embodied within Cross' *vertical focus*. Suffering from neglect and a degree of disregard, the transfer function and the placement of community colleges within the vertical scheme of education, will be more actively embraced by these institutions. Emphasizing transfer education establishes community college as higher education institutions in the sense that they become "firmly anchored in traditional concepts of what a college should be, [and] places the community college between the high school and four-year college as an essential part of the formal educational system" (p. 38).

Promoting external linkages and partnerships leads community colleges into a *horizontal focus* for the future. Within this theme, community colleges move beyond the traditional (and formal) educational partnerships to foster collaboration with all aspects of the community served by these institutions. Business and industry, community-based organizations, service clubs, public and private agencies and enterprises, and the like all become potential partners in furthering the broad educational goals of the community. While this focus may serve to de-emphasize the community colleges' self-identification with higher education, Cross predicts that " . . .the horizontal focus will challenge the vertical for predominance before the end of the decade [1980s]" (p. 41) due to projected competition for traditional students from four-year colleges and universities and the suitability of community colleges to serve untapped segments of adult learners.

Internal restructuring is the hallmark of an *integrated focus* for community colleges, particularly as it relates to the general education curriculum. The term *integrated*, as utilized by Cross implies an interconnected " . . . liberal arts education for

lifelong learners" (p. 43) and would situate liberal arts education at the heart of all transfer, occupational, remedial, and community education programs

The final pathway for the future of community colleges is in the *remedial area*, specifically as it pertains to redressing underpreparedness of youth and adult learners. While embracing its responsibility to provide remedial programs and services, community colleges are unlikely to emphasize this social function as its primary focus.

Given the five potential areas of focus, "generation 5 presents difficult choices for community colleges" (p. 45). However, as Cross concludes, "Quality of education is the central challenge to community colleges in their fifth generation. This can only be achieved if there is central agreement on mission" (p. 48).

Using the four generations as a springboard, Deegan and Tillery (1987) established a set of priorities which community colleges must attend to as they transition into the fifth generation. Invoking Cross' (1985) five potential areas of emphases, these researchers emphatically state that "community colleges must resolve misunderstandings and conflicts over their comprehensive mission" and further pose the question "Should fundamental changes in mission take place, or should there be only minor shifts in program balance?" (p. 38). At the same time, they advocate as a priority, and indeed maintain that the emerging central theme for the fifth generation is the establishment of "new and improved linkages" (p. 39) with business, high schools, and higher education similar to the horizontal focus model put forth by Cross.

Teitel (1991) presents a case study of a community college utilizing Cross' vertical and horizontal dimensions as the model for understanding change within an institution. Teitel's research traces the evolution of a college through its early beginnings

as a traditional two-year institution emphasizing the vertical (i.e., transfer) focus. Over the course of time, Teitel notes a progressively refocused institutional orientation toward the horizontal dimension (i.e., community- and business/industry-based). As predicted by Cross, advocated by Deegan and Tillery (1987), and revealed by Teitel in this case study, the horizontal focus has the potential for becoming the dominant influence within an institution as community colleges seek to broaden their influence within the community.

Niche Paradigm. The concept that community colleges have (and should continue) to occupy niches that heretofore has not been filled by other institutions has been put forth by many researchers. In their study of community college financing, Breneman and Nelson (1981) advance this premise, what they term as "educational division of labor" (p. 211) as a means of contending with fiscal constraints as well as mission proliferation. This concept was articulated more recently in a RAND-sponsored study on higher education (Council for Aid to Education, 1997), which came forth with a recommendation for greater mission differentiation and furthers the niche idea.

From a broader perspective, a social evolution/niche model has been proposed as a means of understanding the impact that substantive elements (i.e., societal, political, and economic forces) have on the development of community colleges (Plucker, 1987). Patterned after both social and natural processes, this model recognizes "the evolution of the community college as a social organization filling a social niche [and] allows for the identification of developmental stages" (p. 27). Based upon the social niche concept, four stages (i.e., time periods) are proffered by Plucker. The first stage, termed mutation, spans the time period prior to 1920 during which the idea for these institutions was conceptualized and put into place based upon the societal ideals of Jefferson and the

vision of early educational leaders such as William Rainey Harper. The empty niche stage, extending from 1920 to 1950, saw these two-year institutions responding to the social need for postsecondary education which was community based and locally obtainable. During this time period, these junior colleges expanded beyond the scope of mirroring the senior colleges by providing lower division parallel curriculum. Spurred by social change, these institutions identified an unfilled niche, occupational education, and sought to become the purveyor of these specialized educational programs. Plucker next describes the niche expansion phase (1950 – 1975) wherein the community colleges expanded both in number and scope to respond to the growing social need for broad-based educational programs which were inclusive rather than exclusionary. By the end of this time period, the terms "comprehensive" and "accessible" came to aptly describe the community colleges as program offerings increased and new constituencies and markets were serviced. It was during this stage that community colleges embraced the notion of an ever-expanding mission, characterized by breadth of purpose. Plucker concludes his social niche analysis of community colleges by defining the saturated niche (1975 – late 1980s) wherein " . . . the community college faces, as do other social institutions, shrinking resources and new problems" (p. 28). Noting such challenges as stabilized enrollment, competition from other educational institutions, fiscal exigency, and the discord between broad institutional missions and fiscal constraints, Plucker suggests that community colleges face a future which has roots in the conceptual social evolution model. That is, three possible future pathways exist for these institutions: equilibrium, which indicates a stable or unchanging system; mutation, which implies a change in order

to fill a heretofore unidentified niche; or niche expansion, which represents continued mission enlargement.

The niche concept, as initially put forth by Plucker, has been further examined by Raisman (1996). Though Raisman does not address the historical evolution of these institutions by using the niche construct, he does present an analysis which seeks to understand the current role of community colleges by invoking a well-known familial issue – the middle child syndrome. Sandwiched between the four-year universities and colleges and the K-12 system, community colleges are likened to the middle child in a family relationship with the attendant challenges that middle children face. As the middle child in the educational system, community colleges are challenged with the task of being recognized and valued for their contributions while often being overshadowed by universities (i.e., the older sibling) and by the need to care, and take responsibility for the problems of K-12 (i.e., the baby of the family). In an effort to seek validation, attention, and acceptance, community colleges take on opportunities that other institutions do not want in an attempt to define niches for themselves and to establish legitimacy as educational providers. To this end, Raisman believes that community colleges have embraced non-collegiate functions as a means of identifying a unique role and purpose and to garner status within the educational arena.

Social and Economic Stages and Streams. Witt et al. (1994) provide an analytical history of the community college movement that is deeply rooted in the " . . . social and economic events and conditions in America and, at times, in the world" (p. xvii). This socioeconomic perspective has allowed these historians to identify stages of development within this system of higher education spanning the 100-year time period from 1892 to

1992. The developmental stages distinguished by Witt et al. are interconnected to the social, political, and economic movements of the time and trace the evolutionary change that has taken place within these institutions relative to purpose, scope, and function. Despite the changes experienced by these colleges over their first century of existence, the authors make the case that clarity and consistency of mission have been a hallmark of these institutions from their inception as junior colleges, serving the interests of higher education elitists as well as the social interests of the populists, to the community colleges of today where access (i.e., serving the unserved and the underserved), postsecondary educational opportunity, and the extension of democratic ideals into the provision of broad-based programs of higher education are the guiding principles.

Ratcliff's (1994) perspective on the evolution of community colleges is set within the context of social change as a harbinger of educational innovation. Ratcliff uses the concept of *streams of educational innovation* as the lens for viewing and understanding the development of community colleges and puts forth seven streams which have influenced these institutions.

Local community boosterism marks the first stream in Ratcliff's analysis and represents the late 19th century embryonic ideas for two-year colleges. While communities (and states) desired to enhance their status and reputation by providing higher education, fiscal realities constrained their ability to do so. Some educators advanced the notion of two-year colleges as a means of controlling costs while maintaining a geographic spread of postsecondary institutions. The idea of a junior college was given further impetus during the second stream, characterized by the rise of the research university. During the early part of the 1900's there arose a national (albeit

fragmented) effort to restructure university education such that it was primarily devoted to the advancement of knowledge and the development of new knowledge. This push was important in serving as a catalyst in the junior college movement as was activity from the other end of the educational spectrum: growth of high schools and of compulsory secondary education. Ratcliff's third, fourth, and fifth streams of educational innovation which influenced two-year colleges are tied to the educational and social reforms of the Progressive Era. The restructuring and expansion of public education (the 3rd stream) which occurred in the early decades of the twentieth century, served to cast junior colleges within the framework of a holistic public education system comprised of elementary, secondary, and higher education. Attendant with the reformulation of public education came the professionalization of teacher education (i.e., the 4th stream). Many of the normal schools which emerged from this movement, over time, transitioned into two-year colleges and gave further credence and significance to junior colleges as postsecondary educational entities in the provision of transfer education. Concurrent with these reforms in public education, Ratcliff notes the rise in vocational education as the fifth stream. Emanating from societal needs and changes as well as a growing industrial-based economy, the call for pragmatic and experientially-based advanced education and training emerged and was met, in large part, by the junior colleges. Open access is defined as the sixth stream in Ratcliff's model and has indeed become the mantra for community colleges. The outcome of this open door policy has been a strong institutional commitment to the provision of precollegiate instruction in order to raise the academic skills and enhance the success of the underprepared. The seventh stream, the provision of community services, has been a hallmark of these two-year postsecondary institutions

and as Ratcliff states, " . . . was intrinsic to the philosophy of the comprehensive community college" (p. 14).

As the 20th century comes to a close, Baker (1999) presents a futuristic perspective for community colleges based upon Ratcliff's seven streams of community college development. Baker argues that "Ratcliff's paradigm is missing an important element in the development of the American community college: an eighth stream representing a vision for our future as a distinct and comprehensive college" (p. 33). This eighth stream characterizes community colleges as fulfilling a very discrete role as community-based career development centers. Baker uses the appellation *comprehensive community college* when discussing his vision of this 21st century college. However, his use of this descriptor is encased within the context that comprehensiveness implies cultivating linkages and partnerships with all aspects of the community toward the goal of " . . . equipping students with job and life skills necessary to enjoy the fruits of a good career" (p. 35). Baker makes the case for restructuring and reinventing the community college in a manner that "puts the spotlight on people and their careers" (p. 38) such that students exiting a community college are ensured the opportunity for success in their chosen occupation.

On a Plateau. Cross (1981) was an early examiner of the changing mission of community colleges. Nearly twenty years ago, Cross characterized the community colleges as being

> on a plateau between two periods of high energy and a sense of mission [wherein] the old ideals that sparked enthusiasm and the sense of common purpose in the

> community colleges have receded, and new ideals have not yet emerged to take their place. (p. 113)

Acknowledging that community colleges have, in the past, zealously stepped up to " . . . do the job that society wanted done" (p. 121), and have done so with a commitment to equal access and a student-centered perspective, Cross suggested that these institutions needed clarity of vision for an uncertain future characterized by the transition from a phase of prolific growth and expansion to one marked by maturation and settling in. To address these changes, lifelong learning is put forth as the visionary mission for community colleges where emphasis is redirected toward serving and responding to local needs, particularly focused on the diverse needs of adult learners within a given community.

Summary. The researchers' perspectives described in this section have together created a framework for understanding the evolution of community colleges as postsecondary institutions. Whether viewing these evolutionary changes as streams of educational innovation or natural adaptations to fill social niches or as generational transformations, an accretion of roles and missions is clearly evident as community colleges have passed through their unique developmental stages. While the past is known and forms the subject of much analysis, the future of community colleges is framed in an ill-defined manner with debate and discourse centering on the appropriate role that these institutions should have in the higher educational hierarchy. The following section looks specifically at mission accretion as advocated by those seeking to infuse community colleges into mainstream of social, economic, political, and educational reform.

Call to Action

While suggesting a broader role for community colleges in the future, many observers have specifically called for these institutions to assume a more prominent position as a social change agent. This position is poignantly stated by George Vaughn (as cited in Hankin, 1992):

> Give us [the community colleges] your young, and your not so young;
>
> Give us your capable, and your not so capable;
>
> Give us your minorities, and your homemakers;
>
> Give us your employed, your underemployed, your unemployed;
>
> Give us those in society who have too long lingered on the periphery of the American dream;
>
> And we will help them to become better students, better workers, better citizens, better people. (p. 40)

Within this framework, community colleges are being called to action. These institutions are being challenged to envision a future where they are poised to respond to deep-seated societal problems as well as to the broad-based educational needs of an increasingly diverse society. Researchers point to the need for community colleges to understand the changing demographics being experienced nationwide and to develop strategies which define their educational role within the context of societal change. Lorenzo and LeCroy (1994) call for fundamental change within the community colleges in order to "create a culture of responsiveness that more clearly relates its comprehensive mission to these new societal circumstances [i.e., current societal change and

disequilibrium]" (p, 1). These authors cite many social challenges which must be considered by community colleges as they plan for the future including: the degradation of the nation's economy as compared with other first world powers, the problems faced by many American families (e.g., economic hardship, income disparity between the rich and the poor, drug abuse, child abuse), declining confidence in the public school system, and crime and violence stemming from issues of race, culture, and class. Gleazer (1994), Harlacher and Gollattscheck (1996), and McCabe (1999) add to this list the aging of America, rise of non-traditional family structures, demographic and socioeconomic changes brought about by the current and projected patterns of immigration (what Harlacher and Gollattscheck term the "mosaic society"), environmental degradation and attendant economic issues, and widespread adult underpreparedness (i.e., literacy gap). Travis (1995) suggests that the underdeveloped educational potential of the disadvantaged is further taxing society. In light of this litany of social challenges, Mahoney (1997) argues that "community colleges are compelled to respond in some imaginative ways to the resolution of these negative conditions (p. 8) and McCabe presents the case that the community colleges are the "key to avoiding a national crisis" (1999, p. 25). The posture that community colleges, as social institutions, have a responsibility to respond to social, economic, and human resource challenges has been further echoed by Baker (1999).

Beyond the demographic and economic changes confronting the nation, social commentators point to the degradation of civic and community engagement as a potential threat to democracy and its institutions. Putnam (1995), in his work *Bowling Alone, American's Declining Social Capital*, puts forth a convincing case that social

connectedness is being eroded by key societal changes such as the growing number of women in the labor force, the transient nature of the nation's population, certain demographic transformations (e.g., changing structure of families, economic hardship), and technology trends which have shifted leisure time from community-based activities to individualized activities. As described by Mahoney (1997), the "civic fabric of American communities appears to be tattered" (p. 8) and it is within this context that community colleges have a responsibility to respond. As "humanistic, inclusive, and flexible" (p. 1) institutions, community colleges have a duty to extend beyond their traditional roles to enhance the " . . . intellectual, social, civic, and economic health of the communities they serve" (p. 1).

The disintegration of civic and social connectedness has been the rallying cry for observers of community colleges to proffer a new role for these institutions, one of building community. Gleazer (1980) provides a commentary imploring community colleges to focus on and emphasize the word *community* in its appellation by stepping into a nexus role within the community in order "to encourage and facilitate lifelong learning, with community as process and product" (p. 16). In Gleazer's view,

> when we speak of community, we mean more than people living in the same locality, even more than people with a common interest. We envision a condition where people learn to communicate, where there can be a sense of connection and interchange of thoughts and ideas. To *develop* "community" means to expand or realize the potentialities of the place and the people and "to bring gradually to a full, greater, or better state." (p. 38)

Within this framework, community colleges are seen as the primary connectors in a community learning system where the community gives these institutions meaning, purpose, and a reason for being.

This perspective was further articulated in the American Association of Community and Junior Colleges' report, *Building Communities, A Vision For a New Century* (1988) authored by the Commission on the Future of the Community Colleges. Citing fragmentation and division within the nation's communities as well as a growing polarization within society as a whole, the Commission proposes that community colleges "through the building of educational and civic relationships, can help both their neighborhoods and the nation become self-renewing" (p. 6). In calling for this new role, the Commission suggests the maxim *Building Communities* as the guiding principle for community colleges as they lead the cause of social and civic renewal. This vision is embodied in the following statement from the report: "The building of community, in its broadest and best sense, encompasses a concern for the whole, for integration and collaboration, for openness and integrity, for inclusiveness and self-renewal" (p. 7). With the college as community, connections naturally evolve as metaphorical spokes linking the institution to all external publics toward the goal of rejuvenating the intellectual, social, civic, economic, and cultural aspects of society.

In an attempt to cull out the most appropriate mission for the community colleges in the future, Bogart (1994) suggests a very specific role for these institutions, one of community-wide educational clearinghouses. Melding Gleazer's *community* with the Commission on the Future of the Community Colleges' call for building *connections*, Bogart describes this vision:

> Assuming a brokering role, the community college could develop linkages and partnerships with public schools, universities, businesses, and other community sources. It could sanction, validate, and promote various programs and activities available through these external community agencies. (p. 71)

Travis (1995) predicts that an entirely new institution will need to emerge over the next decade as societal turmoil causes community colleges to assume roles left vacant by a loss of family structure, community, and neighborhood; by widespread educational inadequacies; by the greatly diminished influence of religion, and by the decline of social values and norms. Going beyond the notion of building communities put forth by the Commission on the Future of the Community Colleges, Travis contends that colleges must *rebuild* communities in order to replace the social structures and systems which have diminished in import or nearly disappeared as described below:

> To take the place of family structures that no longer exist, a new entity within the community may be needed to offer a nurturing environment and human interaction. . . . The communities to be rebuilt, consequently, are numerous, and not confined to the boundaries of a town, school district, or township. *The logical choice for an organization to lead this task of rebuilding is the community college* [italics added]. (p. 60)

Further, Travis (1995, 1996-97) describes this task of rebuilding as one requiring a metamorphosis of function, that is, a major philosophical shift within the community colleges beyond the scope of a comprehensive institution to one where the dominant function becomes that of dealing with social problems. By redefining community colleges as community education and service centers, they become both educational

purveyors as well as providers of "an array of other social and community services" (Travis, 1995, p. 67). Travis further describes these new entities within a broad-based societal context:

> As traditional family and community support structures have changed or disappeared, a new core [community education and service centers] must be forged upon which to base renewed cooperation and unified strength for isolated individuals. . . . This new version of a community center can fill gaps left by the changing American family structure. . . . With the advent of this new community core, the entire community can take on the role of a quasi-surrogate family unit. (p. 68)

As community colleges metamorphose with the goal of halting societal deterioration, these institutions will "no longer resemble a college" (Travis, 1996-97, p. 23) but rather "something different philosophically, structurally, and educationally" (p. 26).

Harlacher and Gollattscheck (1996) advocate for a similar transformation as evidenced by the title of their recent essay: *The Community-Building College: Leading the Way to Community Revitalization.* Citing pervasive change, divisiveness, and fragmentation that permeate society today, these authors argue that the community colleges are the institutions capable of leading communities through the process of renewal by creating learning communities. These learning communities are envisioned to be grounded in community-based education and serve as centers for lifespan learning, in order to meet the challenges of unending social and cultural change. Harlacher and Gollattscheck foresee that the community college will become "a catalyst, a convener, and a cooperator, all in the spirit of helping the community become self-reliant and self-

sustaining" (p. 4). Recognizing that the "bonds of community have been dissolving for many years" (p. 20), these authors see community colleges as societal institutions recreated into community-building colleges, committed to taking the leadership role in building and rebuilding communities.

The litany of challenges confronting society has caused community college observers to rethink the role and purpose of these institutions vis à vis their responsibility to society. A call to social action permeates the literature presented herein. That is, community colleges are being invited to step forward and redirect their focus toward revitalizing, renewing, rebuilding, and in some cases, replacing disintegrating social systems, structures, and institutions. Indeed community colleges are being challenged to institute fundamental change, that is, to reinvent themselves such that it is ". . . quite possible that the community college of the 21st century will be as different from the present as today's comprehensive institutions are from the junior colleges in the first half of our century" (Lorenzo and LeCroy, 1994, p. 5).

Mission Accretion: New Roles for Community Colleges

> Times of fundamental change are characterized by a lack of fit between the problems pressing in on society and the solutions that its institutions have available to remedy them. (Lorenzo and LeCroy, 1994, p. 1)

The discordance described above by Lorenzo and LeCroy has served as a catalyst for community colleges, as social institutions, to reassess their role in serving society. These institutions are now being viewed as more holistic entities within the context of the much larger social, economic, and political framework of society. New missions have emerged for community colleges as they embrace the goal articulated by Lorenzo and

LeCroy, "to create a culture of responsiveness that more clearly relates its [the community college's] mission to these new societal circumstances" (p. 6). This mission accretion can best be understood within the framework of the three prominent new roles being assumed by community colleges today: a social service/community development role; an economic and workforce development role; and a partnership role in school reform.

Social Service/Community Development Role. Societal change, which characterized the nation during the late 1960's through the 1970's, was a major factor contributing to the transformation of junior colleges into community colleges (Gleazer, 1980; Deegan & Tillery, 1985). In the midst of this transformation, and recognizing its significance, Harlacher (1969) predicted that "the community colleges will increasingly utilize its catalytic capabilities to assist its community in the solution of basic educational, economic, political, and social problems" (p. 90). Pifer (1974), writing in the mid-70's, took this perspective a step further and called on community colleges to " . . . start thinking about themselves from now on only secondarily as a sector of higher education and regard as their primary role community leadership" (p. 23). Further, Gleazer (1980) carried this banner forward with the following proclamation:

> There is really little question about the direction of community college interests. They are directed toward the community. An institution, uncertain some years ago whether it was higher or secondary education and where it belonged in the scheme of things, has by and large acknowledged that the community *gives it reason for being* [italics added]. (p. 143)

This metamorphosis of function and purpose which began decades ago has continued through to today as community colleges continue to seek ways to further broaden their involvement in societal issues and to effectively address social problems. Now more than ever, community colleges are being called to "act as catalysts for a national movement of community renewal" (Parsons & Lisman, 1996, p. 3). Parsons and Lisman further reflect that

> community colleges may be our best hope for finding a way to solve our collective problems. The family, church, and local neighborhoods are currently less forceful as mediating institutions, so we place a greater burden on *education* [italics added] to respond to our problems. (p. 3)

Baker (1994) clearly articulates the institutional changes which have taken place within community colleges as a result of such environmental (i.e., societal) influences and challenges:

> The community college is a social system because its internal functions and parts are affected by outside forces, and the institution in turn affects its external environment. As a social system, the community college has altered its mission from one of primarily providing a university transfer program to one of providing a comprehensive range of offerings in response to a changing societal context. (p. xii)

On an institutional level, this expanding role is manifested in the community colleges' heightened awareness of, and interest in, the health and well being of their communities. To address these social needs, O'Banion and Gillett-Karam (1996-97) describe an institution which is evolving into "a social service agency providing services and

programs that extend the community college's educational role considerably beyond established convention" (p. 30). To this end, colleges are developing a plethora of programs which have a social service and community development orientation.

The community colleges' response to the recent federal welfare reforms is a prime example of the manner in which these institutions are responding to the call to serve society and the local community in a broader context (i.e., beyond the bounds of traditional higher education). As described earlier, the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (also known as the Welfare Reform Act) provided sweeping changes to the nation's welfare laws, primarily with the shift in emphasis from an open-ended entitlement to time-limited benefits. Moving a person from welfare to work is the aim of the reforms as evidenced by the imposition of a limit as to the amount of time a person can receive aid and the obligation that recipients be engaged in work activities within sharply constrained timelines. Community colleges have always played a key role in shifting people from public assistance to gainful employment, primarily through the provision of their traditional instructional programs (and support services) within traditional academic calendars (Parker, 1997). The 1996 reform measures, with their focus upon "work first" principles, have thrust community colleges into the position of redesigning their instructional programs in light of the greatly constrained timeframes associated with any sort of educational activity for welfare recipients (i.e., up to a maximum of 12 months). Short-term, fast track, outcomes-based training programs are being developed to address the mandates of the welfare-to-work reforms (Ganzglass, 1996; Villadsen & Gennett, 1997). Further, beyond their role as education providers, the community colleges are becoming pivotal social service partners

(with county welfare offices) in the provision of non-instructional services to welfare recipients, such as child care, job readiness, job placement, case tracking/management, and intervention. The availability of subsidies and economic assistance are fostering collaboration between community colleges and business/industry in the area of job development in order to provide the necessary work opportunities for welfare recipients.

In the past, community colleges have responded to the needs of public assistance recipients by offering up an array of educational and long-term training opportunities packaged with support services. The mandates of the federal welfare reform legislation have caused community colleges to embrace a broader role than that of education providers and have prompted these institutions to function much like governmental and private social service providers in order to meet the spirit and intent of the Welfare Reform Act and still maintain their positions as education providers. As Villadsen and Gennett (1997) suggest "welfare reform . . . point[s] to new imperatives for community colleges wishing to protect our historical role as premier providers of postsecondary job training" (p. 3).

Beyond their role as social service providers, community colleges are accepting the emerging role as institutions with a strong community presence, fostering community development and community activism with egalitarian objectives (Tagle, 1991; Travis, 1995; O'Banion & Gillett-Karam, 1996; Grubb et al., 1997). Taking on such social and quality of life issues as affordable housing, drugs, violence, health care, and racial conflict, community colleges are asserting their influence in problem-solving and affecting social change at the community level. Whether functioning in a leadership role or as a coordinator or service provider, community colleges are promoting community

health and revitalization by moving "out into the street and into program areas where they have never been before" (O'Banion & Gillett-Karam, 1996-97, p. 28). Further, programs for special populations have become commonplace as community colleges seek to enhance the educational success of at-risk populations such as foster care children, single pregnant women, single parents, displaced homemakers, underrepresented ethnic minorities, criminal offenders, individuals with disabilities, and individuals participating in programs designed to eliminate sex bias. As a consequence, the curriculum of the community college, as well as their constituent base and student demographic profile has broadened and diversified. (Ratcliff, 1994; Boone, 1997).

Outside the local community, community colleges are being promoted as the institutions which have the "interest, the will, and the commitment to support U.S. foreign policy for social and economic development" (Task Force on U.S. Community Colleges, 1995, p. 1) on an international level. These institutions are being viewed as resources by key international agencies (such as the U.S. Agency for International Development) to implement foreign policy strategies for economically sustainable development. Indeed, community colleges are being perceived as well-positioned to "assist on both the national and international level for broad-based economic growth, protecting human health and the environment, and encouraging democratic models abroad" (Task Force on U.S. Community Colleges, 1995, p. 7).

Serving the community in an ever-broadening manner has become the hallmark of community colleges as exemplified by the accretion of roles related to social service and community development. Gillett-Karam (1996) emphasizes the importance of this role in the proclamation "civic responsibility and strong community relations are the sine qua

non of community colleges' existence" (p. 71). As Boone (1997) asserts, community colleges are poised to "provide the initiative, motivation, and nurturance to rally and sustain the people, their leaders, and other community agencies and organizations in collaborative decision making, focusing on the identification and resolution of the most important community issues" (p. 7).

Economic and Workforce Development Role. Mission accretion within the community colleges has been manifested in the areas of workforce training and community-based economic development (Commission on the Future of Community Colleges, 1988). Colleges have expanded beyond their traditional roles as occupational education and community service providers into the realm of collaborators with business and industry (Long, 1989). By serving in such a partnership capacity, community colleges are emerging as leaders and catalysts in economic and workforce development toward the ultimate goal of enhancing the economic vitality of the region (Council for Aid to Education, 1997; Boone, 1997).

Termed horizontal development (Cross, 1985; Commission on the Future of Community Colleges, 1988), this movement on the part of community colleges toward a more expansive, externally focused role has been a natural outgrowth for these institutions. National concerns which surfaced during the 1980's regarding economic health, global competitiveness, and the demand for a highly skilled workforce illuminated the need for community colleges and employers to build partnerships focused on enhancing the preparation and skill level of the labor pool while strengthening the economic stability of business and industry (O'Banion, 1989; Beckman & Doucette, 1993; Warford; 1995; Commission on Workforce and Community Development, 1996;

McCabe, 1997). The colleges were able to make headway in this arena because of the leadership position and reputation these institutions garnered as historically successful providers of occupational education. In partnership with external entities, community colleges have developed a plethora of collaboratives, initiatives, and programs designed to advance the economic well being of the community (National Council for Occupational Education, 1996).

Such community college/private sector connections have taken many forms, central among them being workforce development initiatives (Long, 1989). These programs have focused on the unique training (and retraining) needs of local employers, primarily through the design and implementation of contract or customized education (Bosworth, 1997; Grubb, et al., 1997; McCabe, 1997). In this mode, community colleges function as contractors hired by business and industry (i.e., the client) to deliver specialized training to the employer's incumbent workforce. This training is typically short-term and intensive in nature, grounded in industry needs and standards, fee-based, outcome-focused, and provided within the parameters (e.g., location, time, content, participant selection) set forth by the employer (Grubb et al., 1997). The provision of contract education as the main venue for workforce development has become commonplace at community colleges. Indeed, this type of training has developed as an "extension of [the community colleges'] longstanding career preparation, continuing education, and community service missions" (Beckman & Doucette, 1993, p. 2) and is projected to increase over the next several years (Milliron & Leach, 1997). In order to remain a competitive force in the provision of this service, community colleges are being encouraged to function as entrepreneurial colleges, compelled by an "entrepreneurial

spirit, market-oriented drive, and the responsiveness to external organizations" (Grubb et al., 1997, p. v).

In addition to the training/retraining needs of incumbent workers, community college are serving as key partners in the provision of human resource services and programs designed to address workforce development and preparation of the unemployed and underemployed. The primary mechanism for addressing the needs of underprepared workers has been federal job training programs such as the Manpower Development and Training Act (1962), the Comprehensive Employment and Training Act (1973), and the Job Training Partnership Act (1982). Historically, community colleges have played a role, albeit peripheral, in these federal job training programs. Recent federal workforce preparation and development legislation, in the form of the Workforce Investment Act of 1998 (WIA), now emphasizes collaboration and consolidation among employment and training providers in order to more effectively reduce unemployment while improving the quality of the workforce and the nation's productivity and competitiveness. A key component of WIA is the ability for job seekers to easily access employment development services (such as, assessment, goal identification and development, prevocational training, career counseling, case management; and job search and placement assistance). WIA mandates that accessibility to such services be delivered principally through the creation of locally based One-Stop centers (U.S. Department of Labor, 1998), physical locales which have been described as the "new landmark on Main Street in American communities" (Bramucci, 1999, p. 42). As postsecondary vocational education providers, community colleges are considered to be One-Stop partners in conjunction with employment development agencies, welfare to work providers, and

other targeted employment and training providers (American Association of Community Colleges, 1998).

Indeed, community colleges are being advanced as key participants in this new workforce development system. Assistant Secretary of Labor, Raymond L. Bramucci (1999) suggests,

> As the number one provider of education and training for people who want to enter the workforce, reenter the workforce, or advance their careers, community colleges are pivotal players in the new system . . . [Community colleges] are one of the key institutions in many communities, the one closest to the street level and able to be the most responsive to changes, whether to the demands of local businesses or to differing needs among potential students in the community. (p. 42)

As espoused, such a key role will move the community colleges into more collaborative relationship with job training and development agencies and providers toward the dual objectives of giving "workers the information and training they need, and [giving] employers skilled workers" (Bramucci, 1999, p. 41). On a more global level, this role is very much congruent with the vision articulated by Tate (1995-96) who advocated that community colleges become "the hub of – and the catalyst for- a regional or local learning system" which functions as a "referral point, an information center, a consulting resource, for employers and learners" (p. 34). A similar position has been advanced by the Commission on Workforce and Community Development (1996) which describes the future of community colleges as follows:

> [Community colleges] will function as one of the nation's front-line workforce development education and training centers. Each college can serve as the leading provider of workforce education and training, and continue to join with regional/state/local businesses to strengthen the economic competitiveness and provide the critical link between training services and jobs. (p. 5)

Similar still is the concept envisioned by Baker (1999) who has called for a reinvented community college. In Baker's view, community colleges must be restructured to encompass, among other innovations, a community career development center as one of its core elements which would serve "as a one-stop, consolidated, adult-oriented assessment and career information center…" (p. 37). Clearly, Tate, the Commission on Workforce and Community Development, and Baker all conceptualize a mechanism comparable to the WIA One-Stop centers for the delivery of integrated workforce development services.

While community colleges are well equipped to provide workforce training and education, they have also been touted for a new role as economic development partners working in a collaborative fashion to improve the economic health and stability of the community (Task Force on the Role of Community Colleges in Economic Development, 1988; Long; 1989; Melville & Chmura, 1991). Serving as consultants, advisors, and brokers of information, community colleges have moved into the realm of economic development. It is now "commonplace for two-year colleges to work with other local and state entities – including the private sector – to attract, develop, and retain business and industry in their areas" (Long, 1989, p. 161). Colleges are accomplishing this goal with a

host of programs and initiatives, including (Melville & Chmura, 1991; Nespoli, 1991; Carmichael, 1991; Grubb et al., 1997):

- Small business and entrepreneurial services, primarily focused on management, financial, and technical assistance;
- Technology transfer programs, designed to disseminate new technologies principally to small- and medium-sized firms;
- Small Business Development Centers (SBDCs), intended to provide business start-up and operational guidance, counseling, education, and referrals;
- Business incubator programs, designed to provide technical and physical site assistance during the inception phase of a new business;
- Demonstration sites, providing a physical place where regional businesses can learn, practice, and train employees for new technologies;
- Labor market analysis and occupational forecasting;
- Leadership development programs, designed to cultivate future community leaders; and
- Economic environmental scanning services, intended to identify trends and emerging issues for projections and planning purposes.

While nontraditional in their scope (for community colleges), the programs and services noted above have moved these institutions into the mainstream of economic development activity in collaboration with chambers of commerce, regional development agencies, economic development organizations, and other entities focused on addressing local economic conditions (Long, 1989). Through their economic development efforts, community colleges are now seen as key partners in enhancing the environment for

economic activity in their service area and in promoting the three-fold goals of efficiency, effectiveness, and competitiveness.

Across society today, there is a continuum of learners who are influenced by the workplace: that is, the emerging workforce learner, the existing workforce learner, the transitional workforce learner, and the entrepreneurial workforce learner (Kantor, 1996). Heeding the call from advocates such as Zeiss (1994) that the "time is ripe for community colleges to get deeply involved in the economic development activities of the communities they serve" (p. 510), these institutions are emerging as the community-based institutions best suited to address the needs of these diverse learners by linking with business and industry. McCabe (1997) shares a similar perspective in that "a comprehensive, broad-based institution that embodies the American belief in the value of every human being must be at the center of successful workforce development programs. Community colleges are such institutions" (p. 19). Community colleges are responding to this call to action by becoming client centered, customizing curriculum, providing flexible delivery systems, and offering diverse services (Zeiss, 1994). In so doing, the colleges are becoming a vital link in efforts to revitalize the workforce and economy toward the ultimate objectives of strengthening the nation's competitive edge and promoting an enhanced quality of life.

Partnership Role in School Reform. Over the past twenty years, the economic vitality of the nation has been called into question due to heightened global competitiveness and diminished domestic productivity, in large part attributed to an underprepared workforce (Newman, 1988; Key, 1994; Warnat, 1994; Grubb, Badway, Bell, & Kraskouskas, 1996). The K-12 educational system has received the brunt of the

criticism for moving students through " . . . without education or training suited to an increasingly sophisticated technological workplace" (Prager, 1994, p. 1). Observers note that students exiting high school are inadequately prepared to enter a work environment with the skills necessary to adapt to change in a technologically-oriented conditions, to critically think, to problem-solve, and to communicate effectively (Kridelbaugh, 1995; Grubb et al., 1996). In response to this crisis, educational reform has been the battle cry as the nation's stronghold as a global economic powerhouse has become gradually undermined. Indeed, as has been asserted by many critics, education and the nation's economic health are inextricably intertwined and "in order to compete, the nation [will] have to concentrate on the quality of its education, which [will] play a critical role in the country's ability to remain a world leader" (Newman, 1988, p. 6). As initiatives, legislation, and programs arise to address deficiencies in the K-12 system, community colleges are being viewed as institutions vital to such reform measures (Grubb et al., 1997; Orr, 1999).

Why community colleges? From an historical perspective, the cultures of secondary and higher education have been intermingled. Evolving from the K-12 system, community colleges sought to fulfill a role that linked secondary and post-secondary (i.e., university-level) education (Deegan & Tillery, 1985; Ratcliff, 1994). Community colleges have long been called upon to serve a connecting function between educational systems, particularly with respect to public schools. Bogue, writing in 1950, declared that ". . . integration [of high school and community college] should be an indispensable function of all educational effort" (p. 123). In 1980, Gleazer asserted that community colleges should assume the role of "middle man" in linking together educational systems.

Against this backdrop, community colleges are again being "advanced as an integral part of the rethinking and restructuring of elementary and secondary education" (Ratcliff, p. 10). In their analysis of the evolution of community colleges, Deegan and Tillery (1985) recognized the key role of community colleges in secondary school education and called for "new and improved linkages between the community colleges and other educational providers" (p. 318) as central to addressing problems and reforms. Revisiting Raisman's (1996) use of the family analogy (with community colleges as the "middle child") proffers an explanation as to the involvement of these institutions in pre-collegiate educational issues:

> In the American educational family, the older child is the university system. . . . The younger child is the K-12 system. The aligning of the K-12 with the youngest child is due to its student body and the social acceptance of its limitations as being the starting place from which learning grows and matures. There will always be continuing recognition that the "baby of the family" could accomplish more but allowances are made to permit time for growth. . . . The community colleges are the middle children with neither the advantages of the oldest sibling nor the patience provided to the youngest. In fact, it may be argued that the middle child, the community college, is expected to not outshine or demand as much as the older sibling as well as *to watch out for and take responsibility for the problems of the family's baby* [italics added]. (p. 4)

Many reform measures have emerged as a result of national efforts to strengthen the preparation of high school students to enter college and/or the workforce. In terms of fostering linkages and collaboration between educational systems, foremost among these

initiatives has been the Tech Prep (short for Technical Preparation) movement. Tech Prep was ushered onto the national scene with the passage of the Carl D. Perkins Vocational and Applied Technology Education Act of 1990. Steeped in the philosophical premise that a majority of high school students (the *neglected majority*) are being ill-served by the present educational system which emphasizes college preparation, Tech Prep emerged as a federally funded program designed to provide educational options to high school students (Hull & Parnell, 1991; Bragg & Layton, 1995). As Parnell (1991) proclaims "If the sole purpose of education is to prepare students for college baccalaureate degrees and graduate studies, our educational system is a failure by design, leaving the majority of students unprepared for the jobs of the future – or even for the next step in education" (p. 12).

Among the principles inherent in the Tech Prep movement is its focus on providing high quality technical preparation to high school students coupled with a strong emphasis on academics (i.e., math, science, and communications). Career pathways are established which clearly delineate the direction students need to follow in order to prepare for a career in one of several well-defined technical fields. Community colleges are key partners in Tech Prep due to the program's focus on providing postsecondary opportunities to students. Central to the Tech Prep philosophy is the creation of articulated programs of study linking high school and postsecondary education (i.e., community college). Indeed, Tech Prep has been hailed as the "first major federal initiative promoting comprehensive, sustained links between secondary and two-year college sectors" (Prager, 1994, p. 1). Aimed at the neglected majority, the goal is to create a seamless flow of curricula such that educational options will be available to

students at the end of their high school experience (Grubb et al., 1997). Indeed, Tech Prep "endorses a role for community colleges to assist high school youth transition to postsecondary education and acquire more advanced academic and technical competencies needed in the labor market" (Bragg & Layton, 1995, p. 295).

Juxtaposed with the reauthorization of Tech Prep through the year 2003 has been the passage of additional federal legislation aimed at school reform by strengthening the connection between school and work and fostering greater training and workplace preparedness for high school youth (Bragg & Griggs, 1997). With its emphasis on high school students who are not bound for a four-year institution, the 1994 School-to-Work Opportunities Act (STWOA) is designed to help students "gain meaningful work experience while they are in school as well as identify and obtain rewarding work after completing secondary or postsecondary education" (p. 6). Tech Prep serves as the cornerstone of school-to-work efforts (Farmer & Key, 1997) and is augmented by the STWOA's emphasis on integration between education and employment (Bragg & Layton, 1995; Beaumont, 1996; Grubb et al., 1996). This linkage is to be accomplished through three mechanisms (Kridelbaugh, 1995; Laanan, 1995; Beaumont, 1996):

- Work based learning activities such as job shadowing, job training, work experience, workplace mentoring, and the incorporation of industry competencies into the curriculum;
- School-based learning activities designed to integrate academic and vocational education and infuse career exploration and awareness at earlier stages in a student's academic experience; and

- Connecting activities which coordinate the involvement of students with industry and secondary education institutions with postsecondary programs.

As with Tech Prep, community colleges are being looked upon as facilitators in the implementation of school-to-work programs (Laanan, 1995; Bragg & Griggs, 1997) due to their strong connections to the community and to business and industry, as well as to their historically significant presence as vocational education providers. Farmer and Key (1997) clearly emphasize this charge for community colleges:

> As an extension of their traditions, community colleges have the power and ethical responsibility to negotiate systemic education reform, first suggested in the 1970s career education movement, in the Tech-Prep Act of 1990, and later in the School-to-Work Opportunities Act of 1994 (STWOA). (p. 97)

In addition to Tech Prep and school-to-work efforts, community colleges are involved in other initiatives designed to address perceived inadequacies of public education and strengthen linkages with high schools. As a partnership between community colleges and high schools, the middle college idea focuses on reducing high school drop out rates (Cullen & Moed, 1988). The middle college concept places high-risk, high-potential students in a school setting on a community college campus where they attend college, earn credit toward their high school diploma, and are thereby "connected to their future" (Cullen & Moed, p. 38). By strengthening the students' motivation, academic commitment, postsecondary options, self-esteem, and self-confidence, middle colleges seek to stem the flow of high school non-completers through a community college-high school partnership set in an adult learning environment.

In addition to addressing the academic needs of disenfranchised high school students, community colleges are also seeking to address the dearth of enrichment opportunities for public school students. Recognizing the paucity of such activities in the K-12 setting, many community colleges have stepped up to offer variations on the kid's college theme, providing programs which incorporate academics, technology, and cultural opportunities.

The programs mentioned above have several points in common. All are part of reform measures aimed at enhancing the product of public education. All seek to address unmet needs at the K-12 level. All are focused on the integration of K-12 and postsecondary education. Finally, all are directed toward the ultimate goal of strengthening the workforce. As expressed by Kridelbaugh (1995),

> There is no doubt that the education enterprise in this country will be held accountable for its products in the future. Education will be expected to report on its successes and failures, and will be expected to rectify the failures. . . . If reform is successful, students will be better educated and more ready to enter the world of work. If a majority of its objectives are achieved at the state and national levels, American business will be better prepared to compete in the world economy. The match between the labor needs of business and the outputs of K-12 schools and community colleges will be greatly improved. (p. 30)

Problems Associated with Mission Accretion

Vaughan (1988) provides an appropriate metaphor for understanding the source of problems stemming from mission accretion. In reflecting upon the community college mission, Vaughan conjures up the image of a large, elastic balloon. With the mission of

the community colleges encompassed within this balloon, its shape is constantly changing due to external and internal forces. Tension is created as the balloon expands and contracts in various places (i.e., pulled in one direction, pushed in another) to address these forces. As Vaughan describes,

> By using the balloon metaphor . . . I am in no way implying that the community college mission is stable. To the contrary, I believe that the healthy college is constantly faced with tensions that influence the mission, which vie for space in the balloon. (p. 27)

In a white paper authored by Vaughan in 1991, he further explores the elusive nature of the community college mission through the lens of core functions and edge functions. Core functions are those that are central to the purpose and mission of the community colleges while edge functions move the institution to the periphery of its mission. Vaughan maintains that

> this movement is critical, for it is at the edge of the mission where the college intersects with the larger society, discovering new constituents with new needs, converting these needs into courses and programs, and assimilating many of them into the core of the mission. (p. 4-5)

However, he cautions that operating from both the edge and the core promotes a state of flux and dynamic tension within the institution and creates competing priorities.

This section examines the tensions, problems, and challenges community colleges confront as mission accretion alters the shape of Vaughan's metaphorical balloon and pushes these institutions to the edge of their mission.

Loss of Purpose and Identity. Attendant with the commitment to comprehensiveness embraced by community colleges has been mission expansion. The breadth and diversity of roles which the community colleges have adopted have lead many observers to contend that the outcome of this commitment has been ambiguity and blur of the mission and purpose of these institutions. As junior colleges transitioned into community colleges and accepted a multiplicity of roles, the confusion surrounding the role and purpose of these institutions became apparent, among both internal and external publics. In 1969, Cohen declared that "the problem of identity has long been an issue" (p. 59) and devoted an entire chapter of his notable book, *Dateline '79: Heretical Concepts for the Community College*, to the "Question of Identity" (p. 52). In Deegan and Tillery's assessment of the evolution of community colleges through the perspective of generations (1985), they label generation four (from 1970 to the mid 1980's) as a time of comprehensiveness juxtaposed with the strong sense of mission ambiguity. Among the concerns expressed by the Commission on the Future of Community Colleges, a group of higher education leaders convened in 1986 to analyze the future of community colleges, was the issue of mission blur as a consequence of the comprehensiveness of roles (O'Banion, 1989). Raisman (1990), in recounting community college mission expansion, contends that "the unforeseen result was a blurring of role, purpose, and most importantly, mission" (p. 18). As Eaton (1992) concludes, the price community colleges have paid for becoming comprehensive and responsive institutions is that "they are reaching out in so many directions that they have lost any sense of purpose" (p. 3).

Beyond the assertions regarding mission confusion and ambiguity, critics have been questioning the "all things to all people" doctrine, or as Cohen (1969) described

"the rubric of education for all" (p. 55), adopted by community colleges. In assuming a breadth of functions and striving to serve a plethora of constituents, community colleges as a whole have been loath to identify priorities among their diverse roles (Lorenzo & Banach, 1992). Over 25 years ago, Monroe (1972) proclaimed that "the critics who warn that the community college cannot be all things to all people are probably speaking the truth" (p. 20). Upon concluding a comprehensive study of community college finance policies, Breneman and Nelson (1981) declared:

> The lack of consensus regarding both the mission of community colleges and the priorities among the numerous educational and service functions that they perform is the most striking finding of our site visits. In no other part of the public educational system, from kindergarten through graduate school, does one encounter such sharply divergent views about the fundamental purposes of the school. (p. 162)

Reitano (1989-90) recognized this issue and asserted that there is "a fundamental ambivalence [amongst community colleges] about priorities" (p. 5). Raisman (1990) held a similar concern as embodied in the statement, "In swinging open the door to make room for everyone and every program that could be sold, community colleges became fully comprehensive without ever stopping to define just what 'comprehensive' could or should mean" (p. 18). Eaton (1994b) pointed out the negative consequences associated with assuming the "all things to all people" role including: (1) the perception that community colleges are unable to determine what is educationally the most important aspect of their mission; and (2) an internal perception among community colleges that a commitment to comprehensiveness implies that all roles are equally important. Dungy

(1995), in characterizing the "jack of all trades, master of none" dilemma faced by community colleges, makes the claim that the "all things to all people" commitment has been transformed from a strength into an institutional weakness. Raisman (1996), in describing the expectations of community colleges and the concomitant accretion of roles, articulates a similar viewpoint:

> It is the very breadth and diversity of the expectations which belie the central problem in defining, or self-defining the community college. They have tried to answer all the charges with equal aplomb, and enthusiasm. They have succeeded perhaps too well. In meeting such diverse objectives they may have become all things to all people, and thus not one clear thing to all as suggested by its critics. (p. 8)

From these commentators' perspective, the goals of comprehensiveness, responsiveness, and access have lead the community colleges down the path towards mission accretion, lack of prioritization among the many goals embraced by the colleges, and an expansive role which is both unattainable and unfeasible.

In addition to the issues presented above, some pundits are suggesting that the comprehensive mission is causing an imbalance in the roles that are assumed by community colleges (Deegan & Tillery, 1985). As these institutions undertake functions which are more nontraditional in scope, concern is surfacing as the colleges drift away from their higher education roots and their role in the academic arena (Raisman, 1996). As Raisman (1990) describes, "the mission became imbalanced as 'community' took precedence over 'college'" (p. 17). To the question, *Is the community, technical, and junior college leaving higher education*?, Clowes and Levin (1989) respond:

> We believe it is very close to assuming a role in postsecondary education that is outside graded education and at the penumbra of higher education. Leaving higher education would belie the "college" in the community college and would be a serious blow to the role and significance of the institution for its students, faculty, and communities. (p. 354)

Vaughan (1991) articulates a similar perspective in his assessment of the role of these institutions as colleges:

> to try to do all things, to try to be all things to all people . . . is to dissipate the mission beyond recognition and to pull so many resources from the core [traditional academic programs] that the community college no longer functions as an institution of higher learning. . . . By devoting too many resources to operating on the edge of traditional higher education, the community college is threatened with being excluded from being a part of higher education. (p. 15-16)

The call for clarity in the mission and purpose of community colleges has been resounding for some time. In 1969, Cohen proclaimed that institutions must seek a "definition of purpose. . . . [for] to attempt everything is to achieve nothing" (p. 108). Deegan and Tillery (1987) provide a set of priorities for community colleges as they confront the future. High on their list is the proclamation that "community colleges must resolve misunderstandings and conflicts over their comprehensive mission" (p. 38). Calling for the identification of a core function for community colleges and the restructuring of the institution around that core, Clowes and Levin (1989) declare that "when a core function is in place and institutional identity established, then and only then can marginal functions . . . become viable" (p. 352). In assessing the community

college's unclear sense of purpose, Lorenzo and Banach (1992) warn that "without a clear identified purpose, organizations [i.e., community colleges] tend to atrophy or consume energy in pursuit of justifying distorted visions" (p. 6). To establish a sense of purpose, Eaton (1992) contends that colleges should "move away from their nearly indiscriminate responsiveness toward a new kind of structured responsiveness" (p. 5). In describing what is meant by structured responsiveness, Eaton explains,

> [It] is a call for community colleges to define more exactly what they mean when they boast of being "comprehensive". They cannot afford to continue their drift toward trying to provide nearly all kinds of quasi-academic services to all kinds of people. (p. 5)

The need to sieve through the multiplicity of community college roles and establish a tightly focused mission is perhaps most convincingly argued by Vaughan (1991) as he warns of the dangers associated with mission accretion, " . . . waiting at the edge of the mission are any number of problems looking for solutions. Indeed, the problems are too numerous for any single entity in society to deal with effectively, including the community college" (p. 14).

Degradation of the Transfer Function. The accretion of a multitude of missions and the accompanying drift of community colleges away from their collegiate role have lead many observers to decry the decline of the transfer function within these institutions. Knoell (1982) sounded such a warning by declaring that the

> comprehensive community college that values all functions and clientele equally and that is committed to responding rapidly to changing community interests and

> needs is likely to face problems with the transfer functions, especially in times of fiscal constraints. (p. 12)

Eaton (1994b) has been a strong advocate of reexamining community college mission priorities (or lack thereof) and expounds upon this perspective in her book, *Strengthening Collegiate Education in Community Colleges*. Eaton's introductory remarks encapsulate the issue:

> The community college has drifted away from its higher education emphasis and, simultaneously, has redefined its commitment to access. Access remains pivotal in community college thinking, but commitment to it has become increasingly diffuse, undermining the community college role as the key entry point to higher education. What was initially intended as access to lower-division, college-level education that led to the baccalaureate degree became, instead, access to a range of educational and quasi-educational programs and services, many of which were not at the college-level and were not accompanied by the baccalaureate as an educational goal. *By allowing this to happen, the community college shifted from a crucial site of higher education opportunity to an ambiguous site of quasi-educational opportunity* [italics added]. (p. xi)

Fryer (1986) and Armstrong and Mellissinos (1994) express similar observations regarding the diminution of the transfer function in community colleges.

The movement of students from the community colleges to four-year institutions (i.e., in quantitative terms, the transfer rate) serves as a measure by which to gauge the two-year colleges' success in fulfilling their collegiate mission (Laanan & Sanchez, 1996). While debate has ensued regarding a precise definition of transfer rate, several

researchers have analyzed available data in an attempt to ascertain the flow of students from community colleges to baccalaureate-granting institutions.

As a benchmark, Medsker (1960) assessed data from a 1952 study of community colleges and determined that 33 percent of the students entering the community college later transferred to a four-year institution. Karabel (1986) used data from the 1960s and estimated that the transfer rate was between 25 and 35 percent. In 1972, Monroe estimated the flow of community college students to senior institutions at less than 25 percent. In a discussion paper authored in 1983 by the Western Interstate Commission for Higher Education, transfer rates were discussed within the context of declining enrollment in community college transfer programs: "in 1970 . . . approximately 15 percent of community college students actually transferred . . . compared to 60 to 70 percent transfer rates in the 1940's" (p. 7). Bernstein's estimates (1986) are similar to that put forth by the Western Interstate Commission for Higher Education. Writing in 1989, Brint and Karabel proffered that "the rates of transfer plummeted from approximately 25 percent at the beginning of the 1970s to perhaps 15 percent by the end of the decade" (1989b, p. 129).

Cohen (1985) sought to more formally quantify the number of community college transfer students. With the caveat that the data is unreliable, Cohen states the following:

> The number of students completing two years at community colleges and transferring to universities probably averaged around 25 percent during the early years of those institutions. . . . More recently the *number* of students completing two years and then transferring has remained constant but the *percentage* has declined to around 5 percent of the total enrollment. (p. 157)

Toward the goal of establishing a stable quantitative formula for transfer rates which could be applied nationally, the Center for the Study of Community Colleges, in 1989, put forth the following definition (Cohen, 1996): *all students entering the community college in a given year who have no prior college experience and who complete at least twelve college units divided into the number of that group who take one or more classes at an in-state, public university within four years*. Based upon this definition, appropriate data was collected by the Center from a number of states over a seven-year period and yielded an average transfer rate of 22.6 % and a gradually declining range of annual rates from 23.7% in 1984 to 21.8% in 1990 (Cohen, 1996). The National Center for Education Statistics' analysis (1998b) of longitudinal data from 1989-90 community college cohorts indicates that the transfer rate is 19 percent. Nora (1998) provides an estimate of 15-20% for the current transfer rates. Thus, contemporary data suggests that national transfer rates for community college students are approximately 20% which represents a decline over the past six decades of the community colleges' existence (Eaton, 1994a; Pincus, 1994).

While observers contend that the cause of this decline is related to community college mission expansion and a subsequent diffusion of functions, roles, and resources, social commentators maintain that the transfer function has been impaired due to the vocationalization of community college curricula. The subsequent tracking of students into these vocational pathways perpetuates social stratification, sustains class reproduction, and derails students who have as transfer as their educational goal (Karabel, 1986; Dougherty, 1987). Brint and Karabel (1989b) have vocalized this position, stating that community colleges have "accentuated rather than reduced existing patterns of social inequality" (p. 226). They further declare "As a growing body of evidence accumulated

over more than two decades demonstrates, the very fact of attending a two-year rather than a four-year institution lowers the likelihood that a student will obtain a bachelor's degree" (p. 226). Dougherty's study in 1992 substantiates this position put forth by Brint and Karabel. According to Dougherty, there is a baccalaureate gap wherein transfer aspirants are less likely to earn this degree if they first enter a community college. He articulates this as follows:

> There really is a baccalaureate gap. . . . Students entering community college with the hope of receiving a bachelor's degree are 11 to 19 percent less likely to do so than *comparable* students entering four-year colleges. (p. 204)

Pascarella (1999) cites a similar comparison between community college students and four-year college students who are baccalaureate aspirants and puts the figure at 15 percent. Similar findings have been upheld by Pincus (1994) and Cohen and Brawer (1996).

While many reasons have been proffered to explain the trends noted above (e.g., community college student demographics and academic characteristics), researchers have focused on the nature and effect of the community college itself as a major reason for the disparities (Dougherty, 1992). Such conclusions have generated exhortations regarding the decline of the transfer functions in community colleges. In 1974, Lombardi (1992) sounded an early warning with the following:

> One of the most significant changes in the community college is the decline of transfer education. . . . The decline is most pronounced in enrollment but there is considerable evidence that transfer education is also losing its preeminence as the principal function of the college. (p. 99).

Deegan and Tillery (1985) asserted that the growing comprehensiveness of community colleges in the 1980s led " . . . state and university leaders to charge the community colleges with neglect of their traditional responsibilities [e.g., transfer education] in favor of what might best be called community education" (p. 16). They further proclaimed that "the preparation of students for transfer is being neglected" (p. 21). Bernstein (1986) emphatically articulated this viewpoint:

> . . . community colleges must understand the importance of their mission as collegiate institutions and not view themselves simply as educational sites offering whatever formal courses of instruction individuals, local communities, or industries wish to support. Central to the community college's collegiate mission is its role in facilitating the transfer of students from one level of higher education to another, yet no function has been more misunderstood or recently neglected by community college administrators and faculty. (p. 33)

Thus, the full-service approach embraced by community colleges under the auspices of access, comprehensiveness, and opportunity has caused commentators to invoke such terms as *neglected*, *atrophying*, *downplayed*, *increasingly precarious*, and *de-emphasized* to describe the community college transfer function (Deegan & Tillery, 1985; Karabel, 1986; Vaughan, 1988; Clowes and Levin 1989; Raisman, 1990). This imbalance in mission has in turn, sparked calls for community colleges to reform and reinvigorate their principal raison d'être (Fryer, 1986) – transfer preparation. Central among the proponents of this has been Eaton (1994b) who declared that "community colleges should establish the collegiate function as its dominant educational role" (p. 154)

and suggested that doing so would lessen the ambiguous and equivocal nature of the community college mission.

Community Colleges as Agents of Social Change. Social, political, and economic realities have thrust the community colleges into a community development role in an effort to address social problems. As the "only stable public institution to which the community can turn" (Eaton, 1994b, p. 106) and as a social entity and community-based resource, community colleges have been compelled to respond to societal problems and foster social change to achieve the lofty goal of mending the "tattered civic fabric of American communities" (Mahoney, 1997, p. 8).

In their zeal to be responsive to social needs, community colleges have embraced roles that heretofore have been outside the norm for these postsecondary institutions. This has lead Deegan and Tillery (1985, 1987) to suggest that community colleges are being viewed as promoting themselves as a social panacea, but they caution, as educational institutions the colleges are unable fulfill this role. Raisman (1990) expressed this concern succinctly by stating that " 'community' [has taken] precedence over 'college'" (p. 17). As mission accretion appends more and more non-traditional expectations (i.e., social roles) onto community colleges, the concern expressed by Vaughan (1991) that these institutions will cease to function as institutions of higher learning takes on more import. Eaton (1992) describes a similar viewpoint that the community college is "no longer a college but a new kind of social service agency . . . with an enlarging array of quasi-educational services" (p. 3). Pressures to solve social problems have "created community colleges whose major emphasis is on social services rather than collegiate education (Eaton, 1994b, p. 106).

As an example, welfare reform mandates pose a particularly challenging role for community colleges. Given the work-first position melded into the federal legislation reforming the welfare program, community colleges are confronted with a mindset that views these institutions as potential providers of short-term training rather than educational programs (Reynolds, 1997; Grubb, Badway, Bell, & Castellano, 1999). Calls to action such as that put forth by Villadsen and Gennett (1997) are commonly heard by community colleges:

> The stakes are high. Welfare reform . . . [points] to new imperatives for community colleges wishing to protect our historical role as premier providers of postsecondary job training. Failure to respond by adapting our training methods will leave the field to more entrepreneurial training providers. (p. 4)

However, assuming the welfare reform role that is being carved out for community colleges "stretches [their] mission further" (Parker, 1997, p. 30) and calls into question the academic integrity of these institutions.

Many community college observers witnessing this trend toward mission expansion in the area of social roles and responsibilities have voiced words of caution. Such warnings focus on the fact that community colleges are already overburdened; that expecting community colleges to ease the serious problems afflicting society is beyond what these institutions can feasibly accomplish; and that taking a prominent role in the social agenda of their communities is outside the realm of these postsecondary educational entities. In 1974, Lombardi (1992) sensed the heightened expectations of community colleges in terms of community and social reform and was moved to declare:

> Probably the most extravagant claim that can be made by some is that we [community colleges] must meet the community needs that are not served by any other agency. Do those making such a statement realize the enormity of the burden paced on these new colleges? There isn't any agency in the country that has been able to fulfill such a promise. (p. 124)

In the mid-1980s, Deegan and Tillery (1985) stated that the "colleges are doing things that should be left to other social agencies" (p. 21). Vaughan (1988), in assessing the mission of the community colleges, maintained that there are certain constants associated with the role of these institutions that have guided the past and will direct the future. Leading Vaughan's list of constants is the recognition that

> The community college is first and foremost an institution of higher education. As an educational institution the community college cannot be all things to all people; it cannot eliminate poverty; it cannot eliminate unemployment; it cannot eliminate crime; and *it cannot solve all of society's ills* [italics added]. (p. 25)

Vaughan further explains that the role of community colleges should be to tackle the causes of social problems (e.g., the causes of poverty, crime, and unemployment) and not attempt to solve the problems themselves by becoming a social service agency or provider (Vaughan, 1988; 1991). Pragmatically, Vaughan (1991) also cautioned that functioning in such a social service mode would draw the community colleges out into the periphery of their mission. Lurking at the periphery (and beyond) are an infinite number of social problems which would then further draw the colleges away from their primary role as institutions of higher education. Vaughan points out a danger resulting from such an ever-expanding mission:

> By operating on the edge of traditional higher education, the community college is threatened with being excluded from being a part of higher education. (p. 16).

In addition to the concerns voiced above, O'Banion and Gillett-Karam (1996-97) surface the concerns of faculty regarding the push to have community colleges play a leading role in championing the social agenda of their communities. According to O'Banion and Gillett-Karam, many faculty do believe that such a role is outside the context of the community college educational mission. Faculty members, as experts in their disciplines, feel ill prepared to confront social issues which fall outside their scope of training and basis of employment. Further, faculty members are already overextended as they strive to cope with the more mainstream responsibilities of community colleges, such as remediation, underprepared students, limited English proficient students, high teaching load, and the like.

The call to social duty is engendering debate as to the true mission of these educational institutions. These deliberations are being stimulated by fundamental and thought-provoking issues raised by community college observers, such as O'Banion and Gillett-Karam (1996-97, p. 28):

- To what extent should community colleges become involved in deepening and broadening their commitment to their communities?
- How can community colleges help resolve problems of crime, drugs, welfare, and poverty when other social agencies have failed?
- What is the proper role for community colleges in community development: critic, analyst, convener, catalyst, facilitator, collaborator, planner, service provider, or social engineer?

Baker (1994) provides community colleges with more to ponder regarding their role in society by querying: "How much responsibility should two-year colleges have for maintaining the nation's (or community's) social fabric, securing its economic well-being, preserving its history and culture, and strengthening its attitude and beliefs?" (p. 120). As the influence of more traditional social institutions wanes, it is unlikely that this debate regarding the social responsibility of community colleges will end any time soon.

Community Colleges As Agents of Economic and Workforce Development. *Linkages*, *connections*, and *partnerships* have become the buzzwords for describing efforts on the part of community colleges to strengthen the economic health of the region they serve and cultivate relationships with business and industry. Community colleges are assuming a more entrepreneurial spirit in this regard and are now extending their sphere of influence into workforce and economic development efforts, as natural outgrowths of the more traditional vocational education and community services roles they have assumed in the past. Advocates of this expanded role are being met by critics who caution that involvement in such entrepreneurial activities prompts questions of academic merit, institutional role, diversion of resources, public subsidies, and accrual of benefits.

Community colleges have responded to the call for workforce development in many ways, foremost among them being contract (or customized) education. Pincus (1986), Brint and Karabel (1989a, b), O'Banion (1989), and Raisman (1996) raise the concern that such activity promotes educational programs which are overly influenced and dominated by commercial interests. Brint and Karabel (1989b) raise the issue that these programs may cause community colleges to "subordinate themselves to the needs

of industry" (p. 134). With respect to workforce development, Hlavna (1992) analyzes human capital theory regarding the provision of training and differentiates between general and firm-specific training. While general training has the potential to benefit the populace as a whole, the economic benefits accruing from firm-specific training are targeted toward the selected firm and its current employees. This disparity causes Hlavna to question "whether or not community colleges should invest their limited resources in developing and offering customized firm-specific training that benefits one taxpayer firm over another?" (p. 48). Similar concerns have lead Raisman (1996) to proffer that "developing curriculum to supplement a specific business's training needs rather than developing it to meet a broad-based student need may well not be an educational but a consulting function" (p. 13). Further, Raisman cautions that entrepreneurial-based programs such as contract education " . . .may well be taking community colleges further out of academia and more deeply into functioning as consultants whose *primary goal is to please the client and earn money* [italics added]" (p. 13). Brint and Karabel (1989a) warn that such narrow, firm-specific training "threatens the institutional integrity of community colleges" (p. 12). O'Banion (1989) raises the issue that firm-specific training is counter to the community college function of training students for "careers in an industry" rather than "employment in one company" (p. 174) and that such programs have shifted the focus from training for employment to employee development.

Concerns regarding contract education also focus on the public subsidy of business and industry. Deegan and Tillery (1987) state that such programs can "distort the educational mission [of community colleges] to one of providing low-cost training, which may not be in the best interest of the college or the taxpayers" (p. 39). O'Banion

(1989) pondered whether or not it was fair to use tax-supported institutions (i.e., community colleges) to meet the training needs of business and industry and to what extent it was equitable to favor one business enterprise over another in such endeavors. O'Banion's response to his pondering was "The answers differ, depending on one's assessment of the proper role of government in meeting private sector needs and how those needs relate to local and national economic priorities" (p. 173). Dougherty (1988) and Vaughan (1991) raise similar concerns about providing training for specific industries and the use of taxpayers' dollars to do so. Such questions regarding the public's role in the provision of such services have lead to debate regarding the diversion of resources from the more traditional components of the community college missions, such as, the transfer and liberal arts curricula (Pincus 1986; Raisman, 1996).

The role that community colleges have assumed in economic development has spawned debate similar to that described above for contract education. Indeed, the economic development services and activities in which community colleges are engaged have caused Ernst (1991) to question whether this is an "appropriate function for an institution whose core mission is to provide instruction" (p. 44). Hlavna (1992) maintains a similar posture and states that "there are questions whether this involvement in economic development conflicts with the community colleges' missions" (p. 47). O'Banion (1989) takes a critical view of such partnerships with business and industry:

> The value of partnerships for economic development is less clear. No reliable data report the number of jobs created as a result of the involvement of two-year colleges. . . . The "value-added" to economic development activities by two-year

college involvement does not appear, on close examination, to be very great. (p. 173)

In discussing some of the weaknesses associated with economic development partnerships, O'Banion surfaces an oft-ignored issue, that of faculty expertise and preparation in the provision of such services, "Most [community college] educators do not have the background of experiences and education to become effective economic development specialists" (p. 174).

Thus, workforce and economic development efforts and partnerships forged by community colleges have engendered critical analysis of the mission of these institutions. On a broad scale, Griffin (1995) emphatically states that "No matter how much it is said, or who says it, the American educational system [including community colleges] cannot be held solely accountable for American economic competitiveness in the global economy" (p. 31). Recognizing the growing emphasis on developing community college/private sector partnerships, Deegan and Tillery (1987) early on caution the institutions to "step back from these linkages with businesses and to assess their impact on the fundamental values and mission of community colleges" (p. 39). Ernst (1991) maintains that such entrepreneurial activities and services do not have a viable instructional element and are thus outside the community college's "core mission of instruction" (p. 43). Along the same lines, Raisman (1996) decries these non-collegiate enterprises for business and industry because such involvement may cause community colleges to "leave the classroom so far behind that they could become like *educational prostitutes* [italics added] doing whatever pleases the client for a set fee" (p. 10). Such words of warning must cause community colleges to assess their role in these

collaborative partnerships vis-à-vis excessive entanglement between public education and the private sector.

Fiscal Issues. Viewing mission accretion through the lens of economic and fiscal realities surfaces several challenges and problems. In the forefront is "demand overload" as described by Clark (2000, p. 14) which has its basis in the economic principle of supply and demand, as Lorenzo and Banach (1992) articulate:

> Community colleges have not been exempt from society's tendency to live beyond means. Demands on organizational resources have always been in excess of capacity. Now, however, community colleges, like other societal institutions, must face the growing limits and reconcile the gap between demand and supply. (p. 3)

Societal, economic, and political pressures have put community colleges in a position of trying to do it all, to serve a growing array of constituents, to embark upon new and nontraditional forms of education and services – all with limited resources. Such pressure has lead O'Banion and Gillett-Karam (1996-97) to raise the question "Where will community colleges secure the resources to support their expanded role?" (p. 28). Phelan (1997) succinctly captured the issue with the statement, "Colleges are faced with serving insatiable client needs with declining resources as they wonder if they can continue to do more with less" (p. 30). Similar concerns were earlier expressed by Cross (1985).

The dichotomy of an expansive community college mission coupled with a stable (or, in many cases, declining) fiscal base has lead many commentators to suggest that community colleges can no longer sustain the concept of comprehensiveness. Breneman and Nelson's (1981) notable study on community college financing lead these researchers

to identify a recurring theme, that being "the constant drive of the community colleges to extend and expand educational services and the reluctance of elected officials to appropriate the tax dollars required to underwrite these new activities" (p. 4). The reality of economic turbulence and its impact upon community colleges has lead to a call for a reassessment of the comprehensive mission and a prioritization among the multitude of roles assumed by these institutions (Cross, 1985; Lorenzo, 1994). As Bogart (1994) explains:

> The concept of *setting priorities* tends to fly in the face of the traditional community college mission statement. Yet, the economic realities of the time may well force our institutions and those who lead them to reexamine mission within the context of "given the available resources, what can and should be our role?" (p. 71)

Based upon the fiscal parameters under which community colleges exist today and their continual accretion of roles and functions, an ominous warning for the future emanates from Mahoney (1997),

> The community college can no longer be all things to all people. It cannot continue to compulsively respond to all community demands for programs and services. Adequate funds to support a comprehensive agenda are no longer available and it is unlikely that they ever will be again. *If community colleges do not rein in their efforts, their survival will be uncertain* [italics added]. (p. 9)

Mission ambiguity has also entered into the fiscal fray. Breneman and Nelson (1981) cite widespread tension between the mission and finance of community colleges, in large part due to the incongruity regarding the fundamental purpose (i.e., mission) of

these institutions. Based upon site visits to community colleges in nine states, these researchers conclude that the "lack of consensus regarding both the mission of community colleges and the priorities among the numerous educational and service functions that they perform is the most striking finding" (p. 162). In response, many researchers have argued for community colleges to concentrate their efforts into a more focused mission. In advocating for an educational division of labor among institutions of higher education, Breneman and Nelson call for community colleges to de-emphasize their efforts in transfer programs and focus energy " . . . in those activities that four-year institutions have not undertaken traditionally and are likely to do less well [e.g., vocational education]" (p. 212). Lorenzo and Banach (1992) speak to mission ambiguity and the resultant loss of commitment, effectiveness, and public and political support. Levin, Perkins, and Clowes (1992) admonish that "colleges must now, most for the first time, seriously address mission" (p. 14). They further stated that community colleges "must focus on doing less [and] doing it for fewer students" (p. 14). Both Mahoney (1997) and Phelan (1997) advance similar positions, with Phelan posing the pertinent issues in the following statement:

> Is it possible that the open-door philosophy set forth by the progenitors of the community college can no longer be maintained? While it may still be the intent of the community college to continue to serve all persons seeking assistance, can such service be maintained? It seems highly unlikely. Perhaps, given all of this tumult, it is time for the community college to take stock of itself and consider its early junior college beginnings - a return to focused and specialized programs and instructional offerings. (p. 31)

Following a two-year RAND-sponsored study of the fiscal crisis confronting higher education, the Commission on National Investment in Higher Education came to similar conclusions. A top recommendation emanating from this body is the goal of mission differentiation in order to stave off the "mission creep" that currently permeates higher education (Council for Aid to Education, 1997, p. 19). Breneman (1995), Bailey and Averianova (1998), and Benjamin (1998) have also put forth the idea of a more focused, differentiated mission for community colleges.

The drive to tie mission attainment and effectiveness to financing through the current wave of accountability measures has spotlighted the missing connection between mission and performance indicators. Engelkemeyer (1998) speculates that such a link is absent because institutions of higher education " . . . have historically tried to be all things to all people and have not carefully focused their programs, resources, and energies" (p. 3). In Engelkemeyer's assessment, this missing link has significant ramifications for resource allocation. If the connection between mission and outcomes is lacking, then it prevents institutions from undergoing prioritization, program elimination, and subsequent redeployment of resources to more central, strategically linked institutional processes and functions.

Community Colleges as Agents of School Reform. Efforts to involve community colleges in school reform have been met with some concern and problems. Curricular reform at the secondary level (of the type envisioned by proponents of Tech Prep and School-to-Work) has not been embraced as ardently as anticipated (Bragg and Layton, 1995). Among high school educators, there exists some feeling that Tech Prep is one more in the constant stream of fads that has paraded through secondary education. Grubb

et al. (1996) describe the feeling held by faculty that such programs are "the 'reforms du jour' that can be ignored because [they] will quickly pass" (p. 21). Other issues surrounding the community college's part in school reform focus on the role which industry plays in driving such reform programs. Critics of increasing vocationalization of the community colleges have argued that this curricular shift has served to maintain (and reproduce) the status quo of social, class, and race inequality (Pincus, 1994). Similar concerns have been voiced with respect to the community colleges' role in the school reform initiatives of Tech Prep and School-to-Work. As cautioned by Eaton (1994b) "Tech-prep might be seen as a way of tracking students into sub-baccalaureate experiences when they might have pursued baccalaureate work" (p. 51). Eaton takes this critical assessment of such reform programs one step further and claims that they de-emphasize

> the community college's connection with four-year work by closely aligning two-year institutions with high schools. By assuming that traditional academic education consisting only of the liberal arts is without practical value, [such programs] fail to see liberal arts and transfer education as itself a form of career education, even in the face of increasing evidence that the baccalaureate experience is a form of occupational education. (p. 52)

In addition, the school reform initiatives have engendered debate about who ultimately benefits from such endeavors: students or business and industry. That is, "Are the students the consumers or are they merely 'widgets' in a production line to appease the demands of industry?" (Academic Senate for California Community Colleges, 1995,

p. 3). Such concerns pose challenges for cultivating substantive change at the secondary level.

Summary. Functioning under the rubric of responsiveness, comprehensiveness, open-access, adaptability, and community-focused, community colleges have expanded their mission many-fold. As discussed in this section, many concerns and issues exist regarding the accretion of roles and functions that are perceived to be outside the realm of community colleges. Charting the course for the future will require contemplation on key issues of institutional purpose, role and mission as Lorenzo and Banach (1992) put forth with the following queries:

- At the national, state, and local levels, what are our community colleges expected to deliver, and to whom?
- How much responsibility should two-year colleges have for maintaining the social fabric, securing the economic well-being, preserving the history and culture, and strengthening attitudes and beliefs of the nation, state, and local community? (p. 5)

Further, Lorenzo (1994) maintains that the time for such reflection and reassessment is ripe as community colleges usher in their second century of existence and use the past as a key to charting the course for the future:

> As we approach the end of this century, community colleges in America find themselves at a point of intense reexamination, both from the public they serve and from the educators who shape their structures. This scrutiny is predictable and healthy, driven in part by the approaching 100-year anniversary of the two year

college in America, and in part by the need to reshape many of the institutions serving our society to better fit a new world order. (p. 111)

The California Community College System

The social, political, and economic forces and issues outlined heretofore in this chapter have direct applicability to the California community college system. With 108 community colleges and over 1.5 million students, California serves as a large-scale model for study and evaluation. Thus, it is appropriate to utilize this system, the largest system of postsecondary education in the United States, as a gauge for mission accretion within the community colleges. Background information on the California community college system is provided to frame the focus of this study.

History of the California Community College Movement. During the early part of the 20th century, while the junior college movement was in its infancy in the Midwest, California became the first state to authorize permissive legislation to allow high schools to extend postsecondary education through grades 13 and 14 (Brint & Karabel, 1989b; Witt et al., 1994; Cohen & Brawer, 1996). The first junior college in the state, Fresno City College, opened its doors in 1910 (Bogue, 1950). Early advocates of the junior college movement in the state were poised in two camps. The first camp, lead by David Starr Jordan, president of Stanford University and Alexis F. Lange of the University of California, Berkeley, had the elitist goal of truncating the freshman and sophomore years from university education as those years were perceived as preparatory for actual university grade work (Bogue, 1950; Brint & Karabel, 1989b; Witt et al., 1994). The second camp, more democratic in their ideals, envisioned the junior colleges situated in local communities, fulfilling an unmet need in postsecondary education. Whatever the

ultimate motivation, the concept of the junior college took root as an offshoot of the public school system and gained immediate momentum in the state (Brossman & Roberts, 1973). By 1917, there were sixteen junior colleges in California, thereby constituting the largest junior college system in the nation at the time (Witt et al., 1994). The curriculum offered by these early junior colleges emphasized general education (in preparation for university level work at senior institutions) as well as practical training terminating in skill acquisition for a vocational trade (Brossman & Roberts, 1973).

Growth of the junior college movement in California was healthy during the decade of the 1920s. It was also during this time period that local control of these institutions (through the local election of district boards) was legislatively granted. Granting local control to these higher education institutions, coupled with public funding, laid the groundwork for junior colleges to focus on the educational needs of the community and was a key factor contributing to the transition of these early junior colleges to comprehensive community colleges (Witt et al., 1994).

During the economic crisis of the 1930s, California's junior colleges experienced continued growth (Senate Office of Research, 1984). Offering ease of access, free education, and a growing array vocational training and adult education programs, these institutions attracted the unemployed as well as the large influx of adults streaming into the state. The World War II years impacted junior college enrollment in the state in an erratic manner. However, the post-World War II era brought heightened need and expectations for access to higher education which in turn stimulated unprecedented growth (in enrollment and facilities) across the state. The Truman Commission was convened during this time frame to address the need for the nation as a whole to respond

to the burgeoning demand for postsecondary education. The report issued by the Commission enhanced the stature and importance of what this body termed *community colleges* in meeting this demand. From this study emanated the concept of a comprehensive institution focused on the educational needs of the community its serves. Indeed, as Witt et al. (1994) describe "In supporting these institutions' comprehensive mission, the commission made the community college a keystone of national educational policy and set the stage for the massive college growth of the next two decades" (p. 132). Nowhere was this experienced more than within the California community college system as the mission enlarged and facilities expanded toward the goal of evolving into a comprehensive, community-based institution (Carvell Education Management Planning, 1986).

The next milestone in the history of the community college movement in California was the development, in 1960, of a master plan for higher education in the state that became the planning model for other states (Hayden, 1986; Karabel, 1986), or as has been described, "an icon for public higher education" (Chatham, 1996, p. 12). This framework, entitled *Master Plan for Higher Education in California* (California State Department of Education, 1960), clearly articulates a tripartite state system of higher education (University of California, California State University, and the California Community Colleges) and further stipulates and differentiates the mission, purpose, and scope of each segment. While there are many notable elements to the Master Plan, two stand out as particularly significant to community colleges in the state. First, prior to the formulation of the Master Plan, the community/junior colleges in the state were considered part of the system of secondary education. The Master Plan delineated the

community colleges as part of the three-tiered higher education system (Lockard, 1986; Witt et al., 1994). Secondly, toward the goal of raising admission standards at the four-year university level, the Master Plan emphasized the important role that community colleges have in transfer education in terms of (1) absorbing unprecedented and relentless demand (the baby boomers constituting Tidal Wave I); (2) absorbing redirected underprepared students from the university; and (3) enhancing access to higher education opportunities (Brossman & Roberts, 1973; Condren, 1988; Commission for the Review of the Master Plan for Higher Education, 1986; California Postsecondary Education Commission, 1993; Breneman, 1995). Specifically, the Master Plan prescribed the mission of the California community colleges as (a) standard collegiate courses for transfer to higher institutions, (b) vocational-technical fields leading to employment; and (3) general, or liberal arts courses (California State Department of Education, 1960).

Since 1960 the Master Plan has undergone a series of reviews every decade or so in response to the enormous demographic, social, and economic shifts experienced by the state. Each time, the mission and purpose of the community colleges as embodied in the Master Plan have remained paramount and have been reaffirmed (Knoell, 1997; Chatham 1996). The Master Plan has stood the test of time and continues as a guiding force today. Under the auspices of this framework, the California community colleges have continued to grow and expand their programs, services, and students served and have become the poster child for a community-centered higher education system committed to access (for both traditional and non-traditional students), low cost, and comprehensiveness (Commission for the Review of the Master Plan for Higher Education, 1986; California Postsecondary Education Commission, 1993). Brossman and Roberts (1973) eloquently

capture this commitment, "The glory of two-year public higher education in California is precisely the fact that – like the Mother church of the Middle Ages – its doors are open to everyone, including educational sinners sincerely seeking redemption" (p. 14-15).

Mission Accretion. Since the inception of the Master Plan, other missions and functions have been accreted onto the primary missions of the California community college system including: remedial education, English as a second language, community service, economic development, and articulated career education (Brossman & Roberts, 1973; California Postsecondary Education Commission, 1993; Richardson, 1997). As California Education Code §66010.4 clearly delineates, the present-day mission and function of the California community colleges is broad-based and all-encompassing:

> (1) The California Community Colleges shall, as a *primary* [italics added] mission, offer academic and vocational instruction at the lower division level for both younger and older students, including those persons returning to school. Public community colleges shall offer instruction through but not beyond the second year of college.
>
> (2) In addition to the primary mission of academic and vocational instruction, the community colleges shall offer instruction and courses to achieve *all* [italics added] of the following:
>
> (A) The provision of remedial instruction for those in need of it and, in conjunction with the school districts, instruction in English as a second

> language, adult noncredit instruction, and support services which help students succeed at the postsecondary level are reaffirmed and supported as essential and important functions of the community colleges.
>
> (B) The provision of adult noncredit education curricula in areas defined as being in the state's interest is an essential and important function of the community colleges.
>
> (C) The provision of community services courses and programs is an authorized function of the community colleges so long as their provision is compatible with an institution's ability to meet its obligations in its primary missions.

Further, a prime example of mission accretion within the California community colleges is the statutory requirement that these institutions participate in the economic rejuvenation of the state (AB 1497, 1991; AB 3512, 1994; SB1809, 1996). This directive is now codified in the education code, wherein one of the missions of paramount importance (i.e., assuming the same level of import as academic and vocational programs) is for the colleges to play a role in advancing the state's economic growth and global competitiveness. The language reads as follows:

> (3) A *primary* [italics added] mission of the California Community Colleges is to advance California's economic

> growth and global competitiveness through education, training, and services that contribute to continuous work force improvement. (California Education Code §66010.4.)

Specifically, the system is charged with such responsibilities as (California Government Code §15379.21):

- Developing programs to meet statewide work force needs that attract, retain, and expand businesses;
- Developing innovative solutions in priority areas such as biotechnologies, small business applications, health care delivery, international trade, and work place literacy;
- Developing strategic public and private sector partnerships; and
- Assisting communities that are experiencing military base downsizing and closures.

In response to these mandates, the California community college system has created an economic development infrastructure, ED>Net, to provide the logistical, technical, and marketing network to support these activities. Contracting with business and industry to provide necessary (and customized) work force training has been a primary mechanism for achieving this mission. Moreover, the community college system in the state is viewed as a key player in implementing the mandates associated with the Workforce Investment Act, the renewed federal job training program. This workforce and economic development role is hailed by many as a (if not, the most) crucial function for the community colleges in the state (Benjamin & Carroll, 1998).

In addition to the new mission of workforce and economic development, the California community college system has taken on a prominent social service/community

development role, particularly as it relates to the goals manifested in welfare reform (California Postsecondary Education Commission, 1997). Further, the federal initiatives of Tech Prep and School-to-Work (or as it is known in the state, School-to-Career) have brought the California community college system into a close working relationship with business and industry and K-12 districts across the state, toward the goal of school reform and workforce preparation. State initiatives in the form of middle colleges, teacher preparation partnership programs, and high school report cards (i.e., the provision of evaluative data to the state's high schools on the achievement of their students at community colleges) have the potential for fostering further K-12/community college linkages. The process of mission accretion, as detailed earlier in this chapter, has served to expand the social and economic (as well as educational) roles and functions of the California community college system many-fold in the spirit embodied by the Community College League of California's (1993) declaration that "California's colleges and universities are the State's chief assets in solving its economic and social problems" (p. 2).

The problems attendant with mission accretion which were outlined previously in this chapter hold true for the California community college system, including mission ambiguity (at both the institution and system level); loss of identity; mission imbalance; shifting from an educational institution to a non-collegiate social service agency; increasing emphasis on entrepreneurial enterprises (e.g., workforce and economic development); and fiscal constraints. These concerns have been articulately captured in the following statement put forth by the Commission for the Review of the Master Plan for Higher Education (1986):

> The [California] Community Colleges play an important role in society by responding to the needs of a changing and increasingly diverse population and should continue to do so. Not wishing to discourage this responsiveness, but convinced that the colleges cannot successfully be all things to all people, we recommend priorities among the functions that will permit the colleges to work successfully toward their mission. (p. 7)

Of particular concern is the phenomenon of transfer decline as a consequence of mission expansion which has generated much debate, dialog, and legislation in California. The post-Master Plan years have seen an exponential growth in programs and services for non-traditional students (Knoell, 1997). Emerging roles and functions (in some cases, quasi-educational and non-collegiate in nature) have been embraced by the California community colleges and the consequent redirection of focus and resources has been achieved, in part, by paying relatively less attention to more traditional functions, e. g., transfer education (Weiler, Izu, Nelson, Pratt, Shoenhair, & Stern, 1985; Carvell Education Management Planning, 1986). In 1986, the Commission for the Review of the Master Plan for Higher Education took the position that the ever-expanding roles and functions of the California community colleges "should supplement and not supplant the transfer and vocational education functions" (p. 2) of these institutions. A year later, the same Commission (1987) declared that "the transfer function, still so essential to the health of the postsecondary system, is beginning to atrophy" (p. 2). Noting the decline in the number of community college students seeking to transfer (and a relative as well as an absolute decline in the number of transfers), the Joint Committee for Review of the Master Plan for Higher Education (1987) and Brint and Karabel (1989b) echoed similar

thoughts. Despite a brief upsurge in the number of transfer students during the late 1980's and early 1990's (California Community Colleges Chancellor's Office 1991; California Postsecondary Education Commission, 1996), the California Postsecondary Education Commission (1999) issued the following analysis of the transfer status in the state over the 1993-1999 period: "The number of students transferring from the California Community Colleges to the State's public universities continued to decline. This was the third year of decline at the State University and the fifth year at the University" (Section IV, D). The trend referenced in this statement amounts to a 7.60% decline in transfers (from 48,688 in 1995-96 to 44,989 in 1998-99) to the California State University system and a 7.14% drop in transfers (from 10,930 in 1993-94 to 10,150 in 1998-99) to the University of California institutions. The California community college system and the state legislature have sought to counter degradation of the transfer function by implementing programs and services designed to enhance the flow of students through the higher education network in the state, including (California Postsecondary Education Commission, 1996):

- Development of the Intersegmental General Education Transfer Curriculum (IGETC), a core transfer curriculum that community college students can follow to fulfill lower division general education requirements at either the CSU or UC system;
- Creation of Transfer Centers at all California community colleges to aid in the dissemination of transfer information, to serve as a repository for reference material, and to function as a focal point for articulation efforts between the three tiers of higher education;

- Implementation of the California Articulation Numbering system, a common course numbering framework utilized to define comparable courses between systems; and
- Institutionalization of matriculation, a formalized program designed to enhance the success of students in attaining their educational goals.

Further, the California community college system recently set as a goal and accountability measure to strive for a 43% increase (over 1998-99 figures) in the number of transfers to both the CSU and UC systems by the year 2005 (California Community Colleges Chancellor's Office, 1999). In actual numbers, this translates into a target of transferring 14,500 students to the UC institutions and 64,200 to the CSU system.

Despite these efforts, the problems associated with mission accretion continue to plague these institutions. Considering the plethora of roles assumed by the California community colleges, Knoell (1997) reflected upon the following:

> Believers in community colleges will argue that the 2-year institutions can do it all well, serving Californians with wide-ranging needs for further education, if only the state will provide the necessary financial support. Others believe that choices and priorities need to be made . . . . (p. 11).

As the state with the largest community college system in the nation, a large and diverse population base, and a national reputation as the harbinger for trends of social, economic, and political import, California provides fertile ground for understanding mission accretion. By using the California community colleges as the focal point of this current study, a clearer picture of the process and implications of mission accretion will emerge.

Previous Studies

Community college researchers have found the topic of institutional mission to be particularly noteworthy, given the dynamic and vigorous manner with which the function and role of these two-year colleges have evolved over the past century. While research related to community college mission is somewhat well developed, studies geared toward the specific topic of community college mission accretion are rather limited. This section highlights research which forms the basis for this current study.

Institutional Mission Studies

An early thrust of the research related to the community college mission was toward the identification of institutional goals and accompanying priority determination. This focus was propelled by the development and utilization of the Community College Goals Inventory (CCGI) by the Educational Testing Service during the latter part of the 1970s. Acquiring data by constituent groups, this standardized assessment instrument was designed to assist institutions in goal identification and prioritization, and as an adjunct to this, planning and resource allocation (Educational Testing Service, 1991a). Additionally, the CCGI gathers responses to queries from two perspectives: how important each goal *is* and how important it *should be*.

In 1981, Cross utilized CCGI field test data from 18 community colleges across the nation to derive trends and notable observations regarding institutional mission and purpose. Assembling input from faculty, administrators, students, trustees, and community representatives, Cross determined that the "kingpins of community college education" (p. 115), that is, general education and vocational preparation, are high priority goals for all constituent groups. Other results include the relatively low rankings

given to educational innovation, to upholding the founding principle of access, and to the altruistic ideas of academic freedom, social criticism, and humanism. A high ranking was conferred to enhancing remedial education. This analysis led Cross to proffer that the community colleges are on a plateau, where the "old ideals of the 1960s that used to excite and inspire . . . are gone, and new ones have not yet emerged" (p. 120). While not supported by the CCGI data, Cross nonetheless advocates that lifelong learning (i.e., programs and services designed to meet the diverse educational needs of part-time adult learners) become the focal point for these institutions toward the goal of providing the "spark that will reunite community colleges in a sense of common mission" (p. 123).

Cross and Fideler (1989) compared outcomes associated with the administration of the CCGI during 1984-85 at ten geographically distributed community colleges with the aforementioned study. In this follow-up study, the researchers narrowed their scope of analysis to one constituent group: administrators. Findings from this study suggest that the goals of importance to community college administrators remained relatively stable over the six-year time frame (e.g., general education and vocational education). Further, this group was generally satisfied with the accomplishment of institutional goals that were slated for greater emphasis during the same time period (e.g., remedial education).

The 1980s ushered in a seminal body of research on community college mission, in this case couched in the context of fiscal issues. Breneman and Nelson (1981) assimilated information from site visits to community colleges in nine states as well as from previous studies. Among the conclusions garnered from this significant undertaking was the identification of "tension between institutional mission and finance as the central theme or issue in the financing of two-year colleges" (p. 212). Continuing to promote

institutional comprehensiveness in an era of unstable fiscal resources could send institutions into demand overload. The attendant concern revealed in this study is the

> [lack of] evidence of procedures for setting priorities or examples of studied decisions to deemphasize or withdraw from specific activities. The dominant administrative objective on most campuses seems to be to maximize enrollments (or the number of people involved in some college-related program). . . . Colleges that lack the capacity to set limits on themselves and to establish and defend clear priorities among activities may see their state support diminish. (p. 213).

A solution to this dilemma tendered by Breneman and Nelson is to narrow the focus of the community college mission, such that the collegiate function (i.e., transfer preparation) is de-emphasized in favor of programs and services that unique to two-year institutions (such as, vocational and remedial education and community service).

On a smaller scale, Levin, Perkins, and Clowes (1995) examined fiscal, enrollment, and staffing data for the Virginia Community College System over a time period marked by economic pressures (i.e., 1980-90), in order to gauge the effects of fiscal constraints upon institutional practices and priorities. The findings reaffirmed the conclusions reached by Breneman and Nelson (1981) regarding the tension which exists between institutional finance and function. Indeed, while the system as a whole reaffirmed its commitment to a comprehensive mission during this time period, Levin et al. found the institutions to be under "economic siege" (p. 116). Further, the researchers declared that the "colleges do not have, for much of the past decade have not had, and are unlikely in the near future to receive, enough money to maintain even the 1980 interpretations of mission" (p. 116). As to recommendations to remedy this situation,

Levin et al. implore the community colleges to analyze existing programs on the basis of cost and effectiveness, to constrict their overall institutional mission, and to de-emphasize the more costly program areas toward the goal of "doing less, doing it more efficiently, and doing it better than they have in the past" (p. 118).

Levin (1997) investigated the response of 119 community colleges to external forces of change (e.g., the public's growing reluctance to continue subsidizing the escalating cost of higher education; competitiveness; economic change; doing more with less), particularly as these forces impact the institutional mission of access and mission expansion (i.e., accommodating more students with diverse backgrounds and educational needs). Levin identified multiple coping mechanisms employed by community colleges faced with the challenges of strong external pressures. Of import is the finding that "In spite of pressures to modify their institutional mission by restricting or rationing access, the community colleges involved in the study demonstrated behaviors that preserve accessibility to postsecondary education" (p. 138). That is, external tensions aside, community colleges continue to demonstrate their commitment to upholding the principle of comprehensiveness and accessibility.

Statewide Investigations

Several studies have been conducted on a statewide basis to assess the role and function of community colleges from the perspective of key constituent groups. The Arizona community colleges formed the backdrop for the development of an empirical model designed to identify specific operational missions for the community colleges (Doucette, 1983; Doucette, Richardson, & Fenske, 1985) and "make inherently abstract goal studies concrete and useful in the management of postsecondary education"

(Doucette, 1983, p. 42). Based upon the data garnered from various constituent groups within this state system, Doucette was able to identify twelve mission categories. However, he found wide gaps between the traditional missions ascribed to community colleges and the operational missions derived from the study. He attributed this contraposition to the fact that "community college constituents perceived of these colleges in terms of the clientele that they serve [e.g., minority students, disabled students, students with high academic ability] rather than in terms of the functions or services they perform" (p. 149). However, the study did identify strong support across a broad spectrum of constituent groups for those activities associated with the traditional community college functions of transfer preparation, general education, and occupation programs as well as those functions associated with public rather than private benefit (e.g., entry-level job training and basic skills education).

Laughlin (1987) investigated twelve groups within the California community college system to determine the degree of consistency between their perspective of the system mission and the functions of the system as decreed by the state governing body. Top priority within all groups was given to transfer education, associate degree education, certificate programs, and the provision of general education and the lowest rankings applied to community services and joint programs (i.e., business and industry partnerships). Laughlin was able to discern three categories of functions, based upon relative importance, which were strikingly similar to the hierarchical scheme of functions (i.e., the formal mission statement) put forth the state governing board. The highest level of functions as determined by this study are those related to associate degree, certificate, general education, and transfer education programs. The next tier of importance included

remedial education, student services, and continuing and community education. The lowest category of importance included joint programs and community services.

Mohammadi (1992) gathered input from faculty and administrators in the Kentucky community college system regarding the mission of the colleges as seen through the lens of institutional effectiveness. In particular, Mohammadi sought to answer the following question: Will faculty and administrators have similar perceptions regarding institutional mission and the degree to which activities in support of the missions are being carried out effectively? Mohammadi was able to discern a high degree of congruence regarding the importance placed upon certain missions and activities by faculty and by administrators. At the same time, these groups were less positive and more divergent in their thinking regarding the effectiveness of the colleges in carrying out these missions. Of note was the high priority given to transfer, technical, and community (e.g., community services) functions by both groups.

Institution-based Studies

Investigating mission perception and prioritization at single institutions is prevalent in the literature on community colleges. The self-contained nature of an individual college and the representation of key community college constituent groups at the selected institution provide the backdrop for research aimed at understanding the function of community colleges from an institutional perspective. Several such studies are highlighted in this section.

The perceptions held by both internal and external publics served as the focus for Miltenberger's 1985 study re-examining the institutional mission of a Nevada community college. The internal group included representation from faculty, students, and college

administrators while the external constituency was comprised of the state governing board members and key legislative members. Data was collected to ascertain the level of importance, degree of accord, and funding priorities assigned by the aforementioned groups to various formalized institutional policies, goals, and functions. The results of the study identified many areas of concurrence between and within constituent groups, however, differences surfaced between subgroups comprising each main group (particularly within the internal group) and across subgroups from differing publics. Of note are the findings related to the goals and function of the institution under study. Respondents ranked the functions of occupational education, transfer education, and student counseling as being of high importance. The exception to this was the low ranking provided to the transfer function by the state governing board. Responses associated with the community services mission were on the low end of the continuum of importance. Funding prioritization (as related to institutional mission) yielded strong support for occupational training, transfer education, job skills enhancement programs, and remedial courses. Again, deviating from this trend was the state governing board subgroup which, as a whole, assigned a low funding priority to transfer education. Low rankings associated with funding prioritization were assigned to community services and the non-credit function. Overall results validate to a large extent, the formalized goals, policies, and practices embodied in the state plan for the institution.

Jarrett (1989) assessed both internal (faculty and administration) and external (industry representatives, public school administrators, and local government representatives) constituent groups as to their differing perceptions of the mission (both current and future) and the institutional effectiveness of a local community college in

North Carolina. Jarrett found that the internal and external groups held similar viewpoints as to the composition of the current mission of the community college. Overall, both groups ranked the current functions of the institution similarly, with the following roles as top priority: vocational and technical training, transfer education, and literacy training. However, the internal group ranked transfer education as the top priority whereas the external group placed vocational and technical training as the mission of greatest importance. Both groups found the college to be generally effective in achieving its mission. There was consensus between the internal and external publics as to the composition of the future mission of the institution. In ranking these future missions, both groups identified vocational/technical training, transfer education, literacy training, and assessing the educational needs of the community as high priority goals. Despite the overall consistency in perspective, differences emerged between subgroups (e.g., public school administrators and local government representatives) and across subgroups from differing publics (e.g., college administrators and industry representatives).

A community college in Florida was the site of a study conducted by Abbott (1990) to ascertain the perceptions of community leaders and college administrators regarding the mission of this semi-rural institution. Specifically, the researcher sought input on the economic mission of the college including its role in occupational education, economic development, college-community linkages, and international encroachment on the economic environment. Notable findings included the documented discrepancy between what respondents believe is important to do and what they can support doing with public funds. Strong support was lent to the provision (in priority order) of occupational programs, to establishing linkages between the college and the community

(i.e., business and industry), and to college participation in economic development programs. Least important to respondents was the need for colleges to become involved in international programs as they relate to the economic health of the region (e.g., technical assistance to local foreign trade firms). Abbott also utilized a prior study of an urban community college as a basis for additional comparisons regarding perceptions of institutional mission. Urban respondents had a more liberal view of what is deemed important for community colleges to achieve as compared to their more conservative semi-rural counterparts. Ranking of missions was similar for both groups (as noted above).

With the goal of revising the institutional mission statement for a New Jersey community college serving as the catalyst, Oromaner and Fujita (1993) sought input from both internal (college groups) and external (community groups) publics regarding the role of the institution. The central finding from this research was the reaffirmation from both groups of the need for the community college to be comprehensive in scope, offering a full and broad range of programs and services. Of importance to both groups was the provision of vocational education and job training/retraining, career planning and placement services, transfer education, and programs for special needs students. Although ranked slightly higher by the college community, both groups supported ESL, remedial, and student support services and programs.

Weiss (1996) conducted a district-wide investigation of mission and program priorities among internal groups (i.e., faculty, administrators, and students) encompassing a two-college district in California. The top priorities for all three groups which emerged from this study included transfer education, vocational training, and general education.

Remedial education was given moderate to low priority ranking. Responses related to the provision of community service programs were neutral.

Targeted Group Studies

Selected constituents have served as target groups for some researchers seeking to understand the manner in which internal publics view the purpose and role of community colleges. Studies related to specific groups, that is chief executive officers (e.g., college presidents) and faculty, are discussed below.

Chief Executive Officers (CEOs). In the early 1980s, Henry (1984) conducted a study of community college presidents across the nation to determine the current and future issues confronting these institutions. Foremost among the current and future concerns of these CEOs was that of achieving institutional mission (second only to the issue of financial support). The common theme proffered by Breneman and Nelson (1981) surfaced again in this study: the dichotomy posed between fiscal uncertainty and achieving a broad-based mission and the consequent strain on the institution created by these conflicting issues.

Eaton (1994b) analyzed the results of a presidential study conducted in the early 1990s in concert with the American Council on Education and the Center for the Study of Community Colleges. A random national survey of community college CEOs yielded insight regarding the institutional mission as perceived by these college leaders. Of note, is the finding that CEOs do not discern one dominant function over another. While transfer and occupational education encompass a majority of the programs and courses at the institutions surveyed, the presidents believe that a reduced presence of these two programmatic areas is most appropriate. At the same time, these leaders believe that

growth should occur in the community service and remedial education areas, such that no single program area would dominate. In considering the role that community colleges play with respect to their local community, CEOs stress the importance of workforce training, transfer, and remedial education. The CEOs stopped short of declaring that collegiate education (i.e., transfer) should be the dominant community college function. Eaton provides two explanations for this stance:

> It may mean that the presidents are trying to honor their commitment to comprehensiveness through greater balance among offerings at their institutions. Alternatively, it may mean that they want to strengthen their community service and developmental and remedial commitments, seeing . . . that these commitments are important defining elements for their colleges. (p. 85-86)

Citing a litany of challenges confronting community colleges today including "limitations resulting from available resources and organizational capabilities, a shifting purpose, demands for accountability . . . older students with varying educational needs . . . and the changing workforce" Travis and Travis (1999, p. 20) declare that restructuring of the community college mission is inescapable. To gain an understanding of this change, these researchers replicated an institutional goal survey geared toward college presidents that was originally conducted in the early 1970s in order to ascertain trends over the quarter-century time frame. As Travis and Travis note, the prominent findings from this comparison study include the growth in importance of workforce training and the focus on academic standards. CEOs recognize the key role their institutions play within the local community and consequently identify workforce development as a function of critical import. This strong trend is described by the researchers as follows:

"Based on the rapid pace of technological and social change, continuous retraining of the workforce is being regarded as the community college's *paramount* [italics added] responsibility to the local community" (p. 24). The heightened focus on academic standards stems from the increasing demand for accountability and the large number of community college students who are academically unprepared for collegiate level work. Based upon the findings of this study, Travis and Travis emphasize the need for mission evolution in light of current trends but caution leaders to be steer clear of shifts which would lead to closing the "open door" that has reigned so prominently for community colleges.

Faculty. Medsker (1960) conducted one of the early studies examining institutional philosophy. Based upon a purposive sample of 75 two-year colleges covering 15 states, Medsker assimilated factual data about each of the selected institutions as well as opinion-based input derived from personal interviews and questionnaires. A faculty-attitude questionnaire conducted as part of the overall study provided insight into institutional philosophy and purpose from the perspective of this constituent group. Faculty ranked the traditional missions of lower division (i.e., transfer preparation) education and vocational education as the two primary functions of the institution. Over one-quarter of the faculty respondents indicated that remedial education was not an important function. In response to the statement that these institutions *should offer a flexible program which can be adjusted to the needs of society, unhampered by conventional notions of what constitutes higher education*, the faculty responded overwhelmingly in favor of such curricular innovation. However, this group made it clear that the dominant function of the two-year colleges should not be vocational education.

As a group, the faculty surveyed largely agreed that their college had a basic philosophy and objectives to achieve the institutional purpose and indicated this stated philosophy was aligned with the educational orientation of most community college educators. Additionally, there was strong agreement that these institutions must assume multi-faceted role and perform a variety of educational functions. Finally, Medsker compared administrators and faculty with regard to certain aspects of the role and purpose of two-year colleges. The study revealed that these two groups have generally consistent viewpoints. As Medsker describes, "Where they differ the administrators tend to represent more nearly the comprehensive, unique junior college idea than do the teachers" (p. 199).

Brewer (1999) used a nationwide survey of community college faculty to ascertain the attitudes of this group toward the mission of these institutions. Utilizing data from a faculty-based survey on linkages to the labor market conducted by the National Center for Research in Vocational Education and RAND, Brewer distilled the data relative to institutional mission. This study found that faculty ranked transfer and preparation for the workplace as the two most important missions. Further, most faculty were not supportive of mission expansion in the areas of community service activities (including community development) and remedial education. Among the conclusions reached by Brewer is the perspective that faculty view the growing trend of remediation education and community service programs as a "diversion from the mainly collegiate functions that have traditionally been the focus of college activities" (p. 25).

Calls for Further Research

The agenda for further inquiry has been proffered by many researchers. Deegan and Tillery (1985) call for a critical examination of "the *responses* of community colleges to the serious issues of mission confronting them" (p. 305). These observers further urge community college leaders (both internal and external to the institution) to analyze such questions as (p. 305-306):

- What changes in mission are taking place?
- Is fundamental reassessment of mission and program balance really occurring at community colleges across the country?
- What major policy questions arise in the process of mission reassessment and/or change, and how are they resolved?

Ludwig and Palmer (1993) provide similar direction for inquiry by proposing a series of premises on which future research can be based. One such premise states that "Community colleges may reach a 'tipping point,' at which the balance of functional missions may be upset by an overconcentration on one or more components . . . to the detriment of the remaining components" (p. 2-3). Research questions based upon this premise statement can be aimed at understanding the social, political, and economic forces that drive a college to the "tipping point" as well delving into the effects such imbalance has on other the other missions of the institution (particularly student transfer). Research agendas, focused on the broad-based and multi-faceted mission of the contemporary community colleges have been put forth by pundits who advocate for a narrowing of the traditional community college mission (Levin et al., 1995; Eaton, 1994b).

Previous studies investigating the community college mission have tended to be concentrated in five areas:

1. Determining the perception among constituent groups (and variation therein) regarding the *contemporary* mission of community colleges from both an institution as well as system viewpoint;
2. Determining the perception among constituent groups (and variation therein) regarding the *future* mission of community colleges from both an institution as well as system viewpoint;
3. Determining the degree of congruence between constituent groups' perception of the mission and the formalized, adopted mission of the institution;
4. Determining priorities for contemporary and future missions as seen through the lens of different constituent groups; and
5. Determining funding priorities for contemporary and future missions as seen through the lens of different constituent groups.

In examining the process of mission accretion from the viewpoint of critical leadership groups, this present study seeks to broaden the scope of prior research by focusing on the *emerging* missions that are unconventional and non-traditional for the community colleges.

Summary

This literature review provides the backdrop for analyzing mission accretion within the community colleges. The historical evolution of these institutions is presented within the context of mission expansion over time. The impacts of recent social, political, and economic forces upon the roles and functions of community colleges are further

described. California community colleges are presented as the key focal point for studying the phenomenon of mission accretion. Previous studies related to this topic are discussed and a need for more in-depth study regarding mission accretion is developed. This chapter sets the stage for the implementation of the research study detailed in Chapter Three.

CHAPTER THREE

METHODOLOGY

This descriptive research study utilized a census survey to assess differences in perception and attitude among leadership groups regarding the beneficial or detrimental impacts of mission accretion within the community colleges. Specifically, this investigation centered on institutional effectiveness in achieving multiple missions in light of continued expansion of roles and functions, the suitability of new missions in relation to the purpose and goals of community colleges, and the evaluation of mission primacy. To this end, data was acquired from all members of the populations of three key leadership groups within the California community college system.

This chapter details the methodology employed within the scope of this study. The first section describes the attributes of the subjects. Secondly, the instrument utilized in the research project is discussed. Procedural aspects of the study are then presented. The chapter concludes with an overview of the statistical treatment which was applied to the data.

Subjects

Three leadership groups within the California community college system are represented in this study: board presidents from each of the locally elected governing boards of the 72 community college districts in California; chief executive officers from each of the 108 California community colleges; and academic senate presidents from each of the 108 California community colleges. Operational definitions for each of these participant groups are as follows:

1. Board Presidents – The 108 community colleges in the state are partitioned into 72 districts overseen by a locally elected lay board (i.e., the Board of Trustees). These governing boards are given statutory authority for establishing broad institutional policies for each of the community college districts in California. At an organizational level, the board president is elected to represent the collective voice of the board.
2. Chief Executive Officers (CEOs) – The 72 districts described above are categorized as multi-college districts (if there is more than one college in the district) or single college district (if the district encompasses only one college). For multi-college districts, there exists a hierarchy of chief executive officers: that is, the college presidents at each of the college campuses and, at the district level, the chancellor. For single-college districts, the position of college president and chancellor are one and the same and the position is termed superintendent/president. This study will include all of the CEO positions described above, including the district chancellors and college presidents within a multi-college district and superintendent/presidents of single-college districts. These chief executive officers are charged with operationalizing board policy on a district as well as college level and represent the preeminent leadership position for setting institutional direction.
3. Academic Senate Presidents – On each of the 108 campuses of the California community colleges, the representative body through which faculty address curricular and academic matters is the academic senate, lead by an elected president. California community college faculty, via the academic senate, has a strong voice in the decision-making process regarding academic and professional policies. Faculty

leadership is embodied in the position of the senate president, whose perspective is assumed to be broad in scope, representative, comprehensive, and current.

The distribution of these subjects into their respective leadership groups (i.e., the population) is depicted in the following table:

Table 1 Representation of Leadership Groups in Study

Leadership Group	Number	Percent
Board Presidents	72	23%
Chief Executive Officers	128	42%
Multi-campus Districts:		
District Chancellors	*20*	
College Presidents	*56*	
Single-campus Districts:		
Superintendent/Presidents	*52*	
Academic Senate Presidents	108	35%
Total Participants	**308**	**100%**

The actual population size is somewhat less than noted in the table due to unforeseen vacancies in these positions at the time of the study was conducted.

Instrumentation

This study employed a survey instrument designed to ascertain the following: (1) the degree to which the subjects concur with the mandated mission of the California community college system; (2) the importance each participant assigns to the multiple missions; (3) the attitudes of the subjects regarding mission accretion; and (4) an

assessment of institutional effectiveness in achieving the broadening missions bestowed upon community colleges.

The availability of published surveys designed to measure attitudinal perspectives regarding the mission of community colleges is limited. The Higher Education Assessment branch of the Educational Testing Service developed two instruments related to goal definition: the Institutional Goals Inventory (IGI) and the Community College Goals Inventory (CCGI). The IGI was introduced in 1972 to "help colleges and universities define their educational goals, establish priorities among those goals and give direction to their present and future planning" (Educational Testing Service, 1991b). The CCGI, developed in the late 1970's, is an adaptation to the IGI and focused on the "unique goals, concerns, and constituencies of community colleges (Educational Testing Service, 1991a). Both of these instruments evaluate very broad institutional goals (e.g., assessing the goal of instilling in students a capacity for openness to new ideas and ways of thinking) as well as all-encompassing institutional goals (e.g., assessing the goal of operating a student job-placement service). These instruments do not specifically address the concept of mission accretion. Further, both instruments consist of multiple pages and take on the order of 45 minutes to complete. Given the lack of congruence between the IGI/CCGI and the goals and objectives of this present study, a self-designed instrument tailored to the research questions embodied herein was deemed more appropriate.

This self-designed survey instrument consists of 14 attitudinal questions, 12 of which utilize a five-item Likert-type scale with allotted values for each choice (i.e., 1 – *strongly agree*; 2 – *agree*; 3 – *neutral*; 4 – *disagree*; and 5 – *strongly disagree*). The remaining two attitudinal questions utilize other measurement scales (i.e., a categorical

scale as well as a rank ordered scale). The survey sent to superintendent/presidents, college presidents in multi-college districts and academic senate presidents contained three factual questions regarding geographical context of college location, full-time equivalent student data (i.e., a measure of institutional size), and proximity of community college to a transfer institution. This data was acquired as potential variables. The instrument mailed to district chancellors and board presidents had two factual questions (i.e., full-time equivalent student data on the district level and geographical context of district location). The omission of data regarding proximity to a transfer institution was due to the fact that the individuals in this latter leadership group are representing districts and responding to a question regarding the proximity of the college to a transfer institution would be difficult for those from a multi-campus district (such as the chancellor or board president). Finally, all surveys concluded with a solicitation for additional comments. The survey mailed to superintendent/presidents, college presidents in multi-college districts, and academic senate presidents, is contained within Appendix A. The instrument sent to district chancellors and board presidents is included in Appendix B.

To determine the appropriateness of the measurement instrument, pretesting occurred with representatives of the populations for which the instrument is intended (i.e., 2 board presidents, 2 chief executive officers, and 2 academic senate presidents). From this process, the questions, scale, and format were refined and improved.

Validity and reliability have not been previously established for this instrument because of the self-design of the survey. To assess content validity, the judgement of content experts (i.e., experienced community college educators) garnered through the

pretesting process was utilized. The questions as well as the response scales were found to be valid for this study and the subjects involved in the study. Strong internal consistency reliability, as determined by Cronbach's alpha ($\alpha = .83$), exists for the measure of attitudinal perception of mission accretion across the twelve survey questions directly related to this dimension of the study. Further, the internal consistency of these questions implies homogeneity in terms of measuring the constructs of attitude and perception regarding mission accretion.

Procedures

The survey instrument was mailed to participants in late April 2000. The mailing included a cover letter authored by the researcher as well as a letter of support signed by the representative of the respective leadership group (i.e., Board president, senate president, college president) from the researcher's institution. The cover letter accompanying this first mailing is included in Appendix C. The letters of support are contained in Appendix D. A modified Total Design Method for follow-up mailings as put forth by Dillman (1978) was utilized. This included a second full-scale mailing to all participants three weeks after the initial mailing. This second mailing contained the survey instrument and a cover letter authored by the researcher. The cover letter for this second mailing is included in Appendix E. All mailing labels were obtained from the statewide professional organizations representing the three leadership groups (i.e., Community College League of California and the Academic Senate of the California Community Colleges). A total of 308 mailings were conducted for each phase of this process.

Confidentiality was assured in that no identification codes were utilized in the survey instrument or in any other part of the mailing. The introductory statement on the questionnaire itself was differentiated for the three different leadership groups. No data was collected from the participant that could be used to identify the individual completing the instrument nor the institution he/she is representing.

The returned surveys were checked for completion upon receipt. Responses were coded and entered into the computer for statistical analysis.

Statistical Analysis

Statistical analysis of the data was achieved through the use of the software applications package Statistical Package for the Social Sciences (SPSS, Version 7.5). The data was initially summarized using descriptive statistics. The overall rate of return for each of the populations (i.e., percentages and actual numbers) was compiled as was demographic/institutional characteristics by participant group. The median, by participant category, for groupings of questions designed to address the research hypotheses was determined and assessed.

The hypothesis testing approach utilized in this study is based upon nonparametric statistics. The decision to employ these statistical procedures was due to the inability of the data collected in this study to meet two distinct assumptions inherent in parametric statistics: interval data and normal distribution. Numerical data emanating from questions employing a Likert-type scale are ordinal in nature. That is, the numerical equivalents of *strongly a*gree to *strongly disagree* represent varying degrees of agreement which are comparable in terms of relative magnitude rather than actual magnitude. As Gibbons (1993) explains,

> A person who gives an answer of 5 agrees to a greater extent than a person giving an answer of 4, but not necessarily to the same extent as other persons giving the same answer. The difference between answers 4 and 5 is not constant, as it would be for objective measurements of 4 and 5. Further, even for the same person the difference between answers 2 and 3 is not necessarily the same as the difference between answers 4 and 5. (p. 2-3)

As a result, the assumption of an interval scale for parametric statistics is immediately violated given the ordinal nature of the data in this study. Further, the assumption of a normal distribution cannot be met within this study given that the range of all possible measurements is quite restrictive and specifically falls within a set of 5 possible values.

Therefore, while parametric statistics require interval data (at a minimum) and a normal distribution, the assumptions surrounding nonparametric statistics are less restrictive, and allow for analysis with distribution-free data sets using ordinal scales (Gibbons, 1993). The one assumption inherent with nonparametric tests, that "there be a continuum *underlying* the observed scores" (Siegel, 1956, p. 25) is met by recognizing Likert-scales as representing continuous degrees of agreement along the *strongly agree* to *strongly disagree* continuum. Siegel argues convincingly that such data should be treated with nonparametric statistical processes.

Thus, for hypotheses testing with ordinal measurements of the type collected in this study, nonparametric analysis was utilized. Specifically, the Kruskal-Wallis test as described by Siegel (1956) was applied to determine differences between k independent groups (in this case, the three leadership groups). The Kruskal-Wallis test statistic is based upon the analysis of the rank order of all scores within the set of observations, the

sums of these ranks by group, and the resultant variance observed in this data. As Siegel describes, the Kruskal-Wallis test determines whether the data are "so disparate that they are not likely to have come from samples which were all drawn from the same population" (p. 185). This procedure is the nonparametric equivalent to the one-way analysis of variance and is often referred to as the Kruskal-Wallis One-Way Analysis of Variance by Ranks test. This particular statistic is considered to be the most efficient, effective, and robust of the nonparametric tests available for $k>2$ groups.

While the Kruskal-Wallis test is appropriate for hypothesis testing, there is not a nonparametric equivalent to extend the statistical treatment under conditions where the null hypothesis of no difference is rejected. That is, when the Kruskal-Wallis test indicates that differences do exist between $k>2$ independent groups, there is no comparable nonparametric procedure to conduct pairwise (or multiple comparisons) analysis. Given the need in this study to assess between-group variances in such instances where differences are determined to exist through the Kruskal-Wallis test, the statistical treatment was extended beyond the confines imposed by nonparametric analysis to include post hoc comparisons using the Scheffé procedure. This parametric procedure was used to identify where the differences occurred between the three groups under investigation. While it is recognized that the use of this procedure in this study is inconsistent with several assumptions inherent with parametric measures (i.e., interval data and normal distribution), the lack of an analogous multiple comparisons process for nonparametric data necessitated this approach. Thus, the four research hypotheses serving as the framework for this study were tested using the Kruskal-Wallis nonparametric approach. This primary statistical treatment determined the existence of significant

differences between groups and was followed up by parametric-based, post hoc multiple comparisons in order to identify where such differences actually occurred. The process is described below:

> Research Hypothesis #1: *No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to the ability of California community colleges to effectively achieve their traditional goals in light of mission accretion.*

Four survey questions addressed this hypothesis by seeking attitudinal responses regarding mission expansion, mission ambiguity, and mission competition. Specifically, survey participants were asked to indicate their degree of concurrence with the following perspectives:

- Community colleges are overextended and cannot be all things to all people (*Question 9*);
- Mission accretion is leading to mission blur and ambiguity of purpose (*Question 10*);
- Ability to fulfill traditional missions is being compromised due to mission accretion (*Question 11*); and
- Transfer function has been de-emphasized due to mission accretion (*Question 12*).

The null hypothesis of no difference was evaluated using the Kruskal-Wallis test to ascertain statistically significant differences ($p < .05$) between the responses of the three leadership groups to these four questions. If the Kruskal-Wallis test led to the determination that there were significant differences in responses to the questions

supporting this hypothesis, then two additional steps were conducted: (1) analysis of percentile statistics and histograms to assess the distribution of responses by leadership group and (2) post hoc Scheffé multiple comparisons analysis to identify which groups differ from each other. Further, the treatment was extended to ascertain differences within groups across three institutional conditions: district/college size (based upon full-time equivalent students), geographic locale (i.e., urban, suburban, rural), and proximity of individual colleges to transfer institutions. Such analysis was conducted in order to discern the degree to which institutional factors have a bearing upon the attitudes of community college leaders.

> Research Hypothesis #2: *No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to the suitability and appropriateness of the expanding roles of the California community colleges.*

Five survey questions addressed this hypothesis by seeking attitudinal responses regarding the appropriateness of the new, nontraditional roles (i.e., economic/workforce development, social service/community development, and partnership role in K-12 reform) to community colleges. Specifically, survey participants were asked to indicate their degree of concurrence with the following perspectives:

- New, nontraditional roles are appropriate for community colleges (*Question 2*);
- New, nontraditional roles are consistent with the community college mission of providing higher education (*Question 4*);
- Community college should be a key player in advancing the economic health of community (*Question 6*);

- Community college should be an agent of social change to remedy social problems in community (*Question 7*); and
- Community college should be a key partner in education reform to address perceived inadequacies at the K-12 level (*Question 8*).

The null hypothesis of no difference was evaluated using the Kruskal-Wallis test to ascertain statistically significant differences ($p < .05$) between the responses of the three leadership groups to these five questions. If the Kruskal-Wallis test led to the determination that there were significant differences in responses to the questions supporting this hypothesis, then two additional steps were conducted: (1) analysis of percentile statistics and histograms to assess the distribution of responses by leadership group and (2) post hoc Scheffé multiple comparisons analysis to identify which groups differ from each other. Further, the treatment was extended to ascertain differences within groups across three institutional conditions: district/college size (based upon full-time equivalent students), geographic locale (i.e., urban, suburban, rural), and proximity of individual colleges to transfer institutions. Such analysis was conducted in order to discern the degree to which institutional factors have a bearing upon the attitudes of community college leaders.

Research Hypothesis #3: *No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to the effectiveness of California community colleges in achieving their new, nontraditional goals.*

Two survey questions addressed this hypothesis by seeking attitudinal responses regarding the effectiveness of community colleges in achieving the new, nontraditional missions and the availability of adequate funding to support these expanded missions.

Specifically, survey participants were asked to indicate their degree of concurrence with the following perspectives:

- Community colleges effective in achieving new, nontraditional goals (*Question 3*) and
- Adequate funding is available to support expansion into these new, nontraditional roles (*Question 5*).

The null hypothesis of no difference was evaluated using the Kruskal-Wallis test to ascertain statistically significant differences ($p < .05$) between the responses of the three leadership groups to these two questions. If the Kruskal-Wallis test led to the determination that there were significant differences in responses to the questions supporting this hypothesis, then two additional steps were conducted: (1) analysis of percentile statistics and histograms to assess the distribution of responses by leadership group and (2) post hoc Scheffé multiple comparisons analysis to identify which groups differ from each other. Further, the treatment was extended to ascertain differences within groups across three institutional conditions: district/college size (based upon full-time equivalent students), geographic locale (i.e., urban, suburban, rural), and proximity of individual colleges to transfer institutions. Such analysis was conducted in order to discern the degree to which institutional factors have a bearing upon the attitudes of community college leaders.

Research Hypothesis #4: *No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to their assessment of primacy in the missions and roles within the California community college system.*

Two survey questions addressed this hypothesis by seeking attitudinal responses regarding mission primacy. Specifically, survey participants were asked the following:

- Degree of concurrence with current mission priorities as defined in the California Education Code (*Question 1*) and
- Rank order a list of seven traditional and nontraditional missions from *most important* to *least important* (*Question 14*).

The null hypothesis of no difference was evaluated using the Kruskal-Wallis test to ascertain statistically significant differences ($p < .05$) between the responses of the three leadership groups to these two questions. If the Kruskal-Wallis test led to the determination that there were significant differences in responses to the questions supporting this hypothesis, then two additional steps were conducted: (1) analysis of percentile statistics and histograms to assess the distribution of responses by leadership group and (2) post hoc Scheffé multiple comparisons analysis to identify which groups differ from each other. Further, the treatment was extended to ascertain differences within groups across three institutional conditions: district/college size (based upon full-time equivalent students), geographic locale (i.e., urban, suburban, rural), and proximity of individual colleges to transfer institutions. Such analysis was conducted in order to discern the degree to which institutional factors have a bearing upon the attitudes of community college leaders.

Based upon these analyses, comparisons were made between leadership groups on the four areas of primary focus: status of the traditional missions, effectiveness in achieving nontraditional missions, suitability and appropriateness of mission accretion,

and mission primacy. Such analyses also yielded quantitative outcomes as to the relative influence of particular institutional conditions upon the attitudes of the leadership groups.

Summary

This chapter describes the methods which were used to undertake a descriptive research study of perceptions and attitudes among California community college leadership groups regarding the concept of mission accretion. The three leadership groups (i.e., governing board presidents, chief executive officers, and Academic Senate presidents) have been defined. The researcher-designed survey instrument has been presented and discussed. The procedures for implementing the study have been delineated. Finally, the nonparametric and parametric statistical treatments that were applied to the data have been described.

CHAPTER FOUR

RESULTS AND ANALYSIS

This chapter presents a synthesis and analysis of the data collected with respect to the beneficial or detrimental impacts of mission accretion and the associated research hypotheses under study. The first section briefly summarizes the response rate and demographic/institutional characteristics by participant group using descriptive statistics. The following sections provide an analysis of each of the four research hypotheses based upon the statistical treatment employed in this study.

Descriptive Summarization of Data

Of the 308 subjects targeted for this study (that is, chief executive officers, board presidents, and academic senate presidents), 219 responded to the questionnaire. Response rate (frequency and percentage) by leadership group is presented in Table 2. The overall rate of return for the questionnaire employed in this study was 71%. Response rate by leadership group ranged from 61% to 84%, with the chief executive officers constituting the group with the highest percentage of respondents.

Table 2 Response Rate by Leadership Group

Leadership Group	Total Population Surveyed	Respondents	Percent
Board Presidents	72	44	61%
Chief Executive Officers	128	107	84%
Academic Senate Presidents	108	68	63%
Total	**308**	**219**	**71%**

Of the respondents, 156 replied to the first mailing of the survey; the remainder of the surveys were returned in response to the second mailing of the instrument.

The distribution of respondents by district and institution size is presented in Tables 3 and 4, respectively. This data indicates that a range of institutions within the California community college system is represented in the study.

Table 3 Distribution of Leadership Group Respondents by District Size

Leadership Group	Less than 4,000 FTES	4,000-10,000 FTES	10,001-15,000 FTES	Greater than 15,000 FTES
Board Presidents*	5	15	9	14
Chief Executive Officers**	0	0	4	13
Academic Senate Presidents***	N/A	N/A	N/A	N/A

* Missing responses = 1.
** Includes CEO respondents representing districts (i.e., chancellors of multi-campus districts). Missing responses = 1.
*** Respondents represent individual institutions, hence size based upon institution.

Table 4 Distribution of Leadership Group Respondents by Institution Size

Leadership Group	Less than 4,000 FTES	4,000-8,000 FTES	Greater than 8,000 FTES
Board Presidents*	N/A	N/A	N/A
Chief Executive Officers**	15	33	40
Academic Senate Presidents***	12	23	30

* Respondents represent districts, hence size based upon district.
** Includes CEO respondents representing individual institutions (i.e., college presidents; superintendent/presidents). Missing responses = 1.
***Missing responses = 3.

Table 5 displays the distribution of respondents by geographic locale of their home institutions and indicates that survey participants are well distributed across all varied geographic settings from largely urban to largely rural.

Table 5 Distribution of Leadership Group Respondents by Geographical Locale of Institution

Leadership Group	Largely Urban	Urban/ Suburban Mix	Largely Suburban	Suburban/ Rural Mix	Largely Rural	Total
Board Presidents*	6	11	9	11	6	**43**
Chief Executive Officers**	22	29	16	21	17	**105**
Academic Senate Presidents	16	17	9	19	7	**68**
Total	**44**	**57**	**34**	**51**	**30**	**216**

* Missing responses = 1
** Missing responses = 2

Table 6 presents the distribution of respondents by campus proximity to a public four-year institution. The survey participants are geographically well distributed, with some respondents in close proximity to a university, while others are far from such access to continuing higher education opportunities.

Table 6 Distribution of Leadership Group Respondents by Campus Proximity to Public Four-Year University

Leadership Group	Less than 10 miles	10-25 miles	25-50 miles	Greater than 50 miles	Total
Board Presidents*	N/A	N/A	N/A	N/A	**N/A**
Chief Executive Officers*	40	26	5	17	**88**
Academic Senate Presidents	26	20	10	12	**68**
Total	**66**	**46**	**15**	**29**	**156**

* Only respondents representing individual institutions (i.e., college presidents, superintendent/presidents, academic senate presidents) were asked this question. Missing responses include those CEOs representing districts (i.e., chancellors of multi-campus districts).

Hypothesis 1: Effectiveness in Achieving Traditional Goals

The first research hypothesis under study seeks to ascertain whether or not statistically significant differences exist between the three leadership groups regarding the ability of California community colleges to effectively achieve their traditional goals in light of mission accretion. Questions 9, 10, 11, and 12 of the survey addressed this hypothesis by seeking attitudinal responses to queries regarding mission expansion, mission ambiguity, and mission competition. Table 7 presents the medians for the responses to these four questions by leadership group. The range of responses extend from *strongly disagree* (value = 1) to *strongly agree* (value = 5). The consistency of the medians for Question 9 indicates that there is general agreement amongst the three leadership groups that community colleges are overextended and cannot be all things to all people. The range of medians (from disagree to neutral to agree) associated with the two concepts of (1) mission blur and ambiguity (Question 10) and (2) fulfillment of traditional missions being compromised (Question 11) indicates disparate opinions among the three leadership groups. The similar medians associated with Question 12 suggest a general disagreement by all leadership groups that the transfer function of community colleges has been de-emphasized due to mission accretion.

Table 7 Median Response by Leadership Group: Status of Traditional Goals

Hypothesis 1: Status of Traditional Goals	Board Presidents	Chief Executive Officers	Academic Senate Presidents
Community colleges are overextended (Survey Question 9)	4.00	4.00	4.00
Mission accretion leading to mission blur and ambiguity of purpose (Survey Question 10)	3.00	2.00	3.50
Traditional missions compromised due to mission accretion (Survey Question 11)	3.00	2.00	4.00
Transfer function de-emphasized due to mission accretion (Survey Question 12)	2.00	2.00	2.00

Note. The range of values extends from 1.00 (*strongly disagree*) to 5.00 (*strongly agree*).

To further evaluate these responses, the Kruskal-Wallis test statistic was computed for each of the four questions related to this research hypothesis to ascertain whether or not statistically significant ($p<.05$ level) differences exist. For each of these questions the differences in responses were determined to be significant, as shown in Table 8.

Table 8 Kruskal-Wallis Test Statistic – Hypothesis 1

	Community colleges overextended (Question 9)	Mission blur and ambiguity of purpose (Question 10)	Traditional missions compromised (Question 11)	Transfer function de-emphasized (Question 12)
Chi-Square	8.471	23.482	14.869	16.047
df	2	2	2	2
Significance	.014*	.000*	.001*	.000*

*$p<.05$

Note. Grouping variable: Leadership Position

Given that the Kruskal-Wallis test demonstrated significant differences in responses, the statistical treatment was extended to between-group analysis. This is described in the following subsections by hypothesis question.

Question 9: Community Colleges Overextended

Table 9 and Figure 1 provide analytical perspectives of the distribution of responses to Question 9 which assesses the degree to which respondents believe that community colleges are overextended. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 9 Percentile Statistics by Quartiles for Leadership Groups,

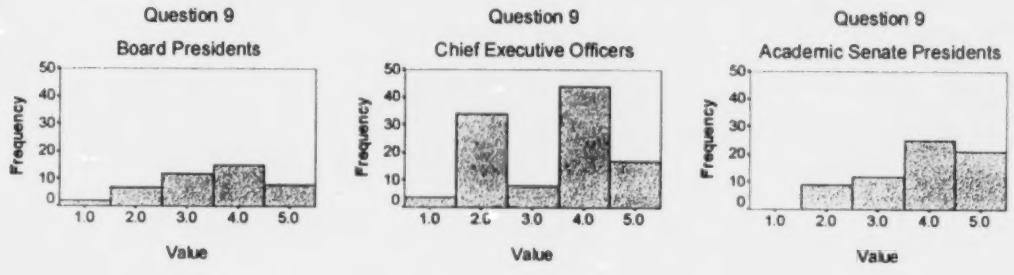
Question 9: Community Colleges Overextended

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	3.00	4.00	4.00
Chief Executive Officers	2.00	4.00	4.00
Academic Senate Presidents	3.00	4.00	5.00

Note. The range of values extends from 1.00 (*strongly disagree*) to 5.00 (*strongly agree*).

Figure 1: Histograms of Responses by Leadership Group,

Question 9: Community Colleges Overextended



Based upon the differences in responses as determined by Kruskal-Wallis (Table 8) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 10, this post hoc analysis revealed one pairwise comparison of responses to be significantly different ($p<.05$): chief executive officers and academic senate presidents.

Table 10 Scheffé Post Hoc Multiple Comparisons Test – Question 9

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.171
	CEOs	.841
Academic Senate Presidents	Board Presidents	.171
	CEOs	.011*
CEOs	Board Presidents	.841
	Academic Senate Presidents	.011*

*p<.05

Question 10: Mission Blur and Ambiguity Due to Mission Accretion

Table 11 and Figure 2 provide analytical perspectives of the distribution of responses to Question 10 which assesses the degree to which respondents believe that mission accretion is leading to mission blur and ambiguity of purpose in the community colleges. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 11 Percentile Statistics by Quartiles for Leadership Groups,

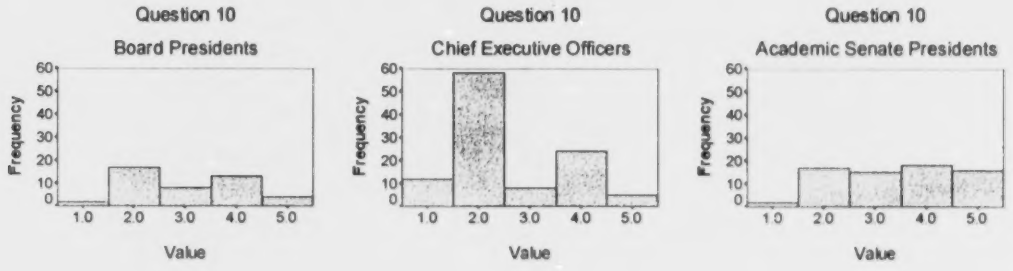
Question 10: Mission Blur and Ambiguity Due to Mission Accretion

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	2.00	3.00	4.00
Chief Executive Officers	2.00	2.00	4.00
Academic Senate Presidents	2.00	3.50	4.00

Note. The range of values extends from 1.00 (*strongly disagree*) to 5.00 (*strongly agree*).

Figure 2 Histograms of Responses by Leadership Group,

Question 10: Mission Blur and Ambiguity Due to Mission Accretion



Based upon the differences in responses as determined by Kruskal-Wallis (Table 8) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 12, this post hoc analysis revealed one pairwise comparison of responses to be significantly different ($p<.05$): chief executive officers and academic senate presidents.

Table 12 Scheffé Post Hoc Multiple Comparisons Test – Question 10

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.153
	CEOs	.089
Academic Senate Presidents	Board Presidents	.153
	CEOs	.000*
CEOs	Board Presidents	.089
	Academic Senate Presidents	.000*

*p<.05

Question 11: Fulfillment of Traditional Missions Compromised Due to Mission Accretion

Table 13 and Figure 3 provide analytical perspectives of the distribution of responses to Question 11 which assesses the degree to which respondents believe that the fulfillment of traditional missions is being compromised due to mission accretion. Both the percentile statistics and the histograms suggest variability in between-group responses.

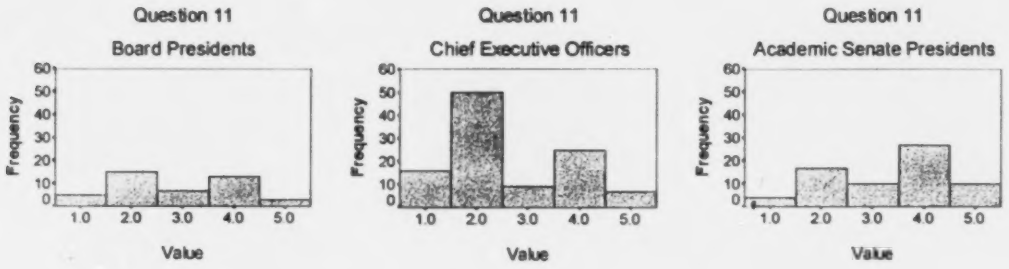
Table 13 Percentile Statistics by Quartiles for Leadership Groups, Question 11: Fulfillment of Traditional Missions Compromised Due to Mission Accretion

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	2.00	3.00	4.00
Chief Executive Officers	2.00	2.00	4.00
Academic Senate Presidents	2.00	4.00	4.00

Note. The range of values extends from 1.00 (*strongly disagree*) to 5.00 (*strongly agree*).

Figure 3: Histograms of Responses by Leadership Group,

Question 11: Fulfillment of Traditional Missions Compromised Due to Mission Accretion



Based upon the differences in responses as determined by Kruskal-Wallis (Table 8) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 14, this post hoc analysis revealed one pairwise comparison of responses to be significantly different ($p<.05$): chief executive officers and academic senate presidents.

Table 14 Scheffé Post Hoc Multiple Comparisons Test – Question 11

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.136
	CEOs	.473
Academic Senate Presidents	Board Presidents	.136
	CEOs	.001*
CEOs	Board Presidents	.473
	Academic Senate Presidents	.001*

*p<.05

Question 12: Transfer Function De-emphasized Due to Mission Accretion

Table 15 and Figure 4 provide analytical perspectives of the distribution of responses to Question 12 which assesses the degree to which respondents believe that the transfer function has been de-emphasized due to mission accretion. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 15 Percentile Statistics by Quartiles for Leadership Groups,

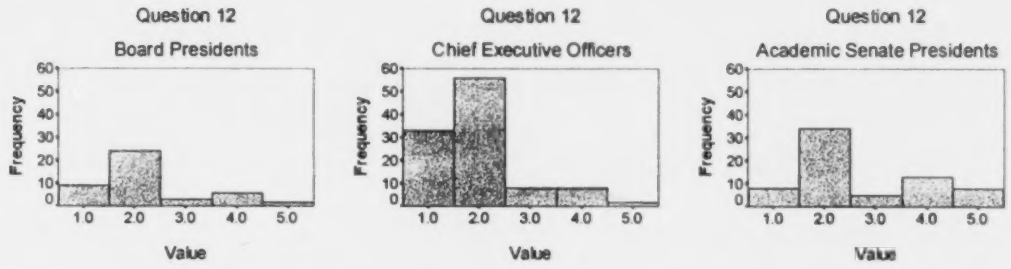
Question 12: Transfer Function De-emphasized Due to Mission Accretion

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	2.00	2.00	2.75
Chief Executive Officers	1.00	2.00	2.00
Academic Senate Presidents	2.00	2.00	4.00

Note. The range of values extends from 1.00 (*strongly disagree*) to 5.00 (*strongly agree*).

Figure 4 Histograms of Responses by Leadership Group,

Question 12: Transfer Function De-emphasized Due to Mission Accretion



Based upon the differences in responses as determined by Kruskal-Wallis (Table 8) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 16, this post hoc analysis revealed one pairwise

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comparison of responses to be significantly different ($p<.05$): chief executive officers and academic senate presidents.

Table 16 Scheffé Post Hoc Multiple Comparisons Test – Question 12

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.131
	CEOs	.292
Academic Senate Presidents	Board Presidents	.131
	CEOs	.000*
CEOs	Board Presidents	.292
	Academic Senate Presidents	.000*

*p<.05

Institutional Factors

The four survey questions which addressed Hypothesis 1 were further evaluated using the three institutional characteristics of size, geographic locale, and proximity to a public four-year university. This was done to ascertain the degree to which institutional factors might influence the attitudes of community college leaders. Specifically, within-group analysis using the Kruskal-Wallis test was applied to determine if there were statistically significant differences ($p<.05$) in the responses of the three leadership groups to the survey questions based upon (1) institutional/district size (i.e., FTES); (2) geographic locale of area served by institution/district (i.e., urban, suburban, rural); and (3) proximity to a public transfer institution. The results of this statistical analysis

indicate that there were no significant differences in the responses by leadership group which could be attributed to these three institutional characteristics.

Summary – Hypothesis 1

The first research hypothesis under study states that no differences in attitude exist between the three leadership groups regarding the ability of California community colleges to effectively achieve their traditional goals in light of mission accretion. This null hypothesis of no difference was evaluated by applying the Kruskal-Wallis test and post hoc multiple comparisons to each of four survey questions used to ascertain attitudinal differences regarding the effectiveness of community colleges in achieving their traditional goals. Significant differences in attitude between the three leadership groups were identified across all four questions. Specifically, academic senate presidents, when compared to chief executive officers, more strongly agreed with the view that community colleges are overextended and that mission blur, ambiguity of purpose, and compromise of traditional missions are all consequences of mission accretion. This bifurcation of perspective is evident as well in the responses to the query about the de-emphasis of the transfer function due to mission accretion. Chief executive officers more strongly disagreed with this position as compared with the academic senate responses. In all questions related to this hypothesis, board presidents typically held the middle position between the two extremes. The attitudinal differences between chief executive officers and academic senate presidents noted above were statistically significant for all four questions. Secondary analysis found no significant differences for within-group responses based upon institutional factors. Given the outcomes associated with the

statistical assessment and the attitudinal differences noted above, the null hypothesis of no difference was therefore rejected.

Hypothesis 2: Suitability and Appropriateness of Expanding Roles

The second research hypothesis under study seeks to ascertain whether or not statistically significant differences exist between the three leadership groups regarding the suitability and appropriateness of the expanding roles within the California community college system. Questions 2, 4, 6, 7, and 8 of the survey addressed this hypothesis by seeking attitudinal responses to queries about the appropriateness of the new, nontraditional roles (i.e., economic/workforce development, social service/community development, and partnership in K-12 reform) to community colleges. Table 17 presents the medians for the responses to these five questions by leadership group. The range of responses extend from *strongly agree* (value = 1) to *strongly disagree* (value = 5). These median values suggest that there is general agreement among the three leadership groups that these new, nontraditional roles are appropriate for community colleges to undertake and are consistent with the community college mission of providing higher education.

Table 17 Median Response by Leadership Group: Appropriateness of New, Nontraditional Roles

Hypothesis 2: Appropriateness of New Roles	Board Presidents	Chief Executive Officers	Academic Senate Presidents
New roles appropriate for community colleges (Survey Question 2)	2.00	1.00	2.00
New roles consistent with higher education mission (Survey Question 4)	2.00	2.00	2.00
Community colleges as key players in promoting economic health of community (Survey Question 6)	2.00	1.00	2.00
Community colleges as agents of social change (Survey Question 7)	3.00	2.00	2.00
Community colleges key partners in K-12 educational reform (Survey Question 8)	2.00	2.00	2.00

Note. The range of values extends from 1.00 (*strongly agree*) to 5.00 (*strongly disagree*).

To further evaluate these responses, the Kruskal-Wallis test statistic was computed for each of the five questions related to this research hypothesis to ascertain whether or not statistically significant ($p<.05$ level) differences exist. For each of these questions the differences in responses were determined to be significant, as shown in Table 18.

Table 18 Kruskal-Wallis Test Statistic – Hypothesis 2

	New roles appropriate (Question 2)	New roles consistent with higher education (Question 4)	Key players in promoting economic health (Question 6)	Agents of social change (Question 7)	Key partners in K-12 reform (Question 8)
Chi-Square	40.997	31.630	26.135	10.742	9.391
df	2	2	2	2	2
Significance	.000*	.000*	.000*	.005*	.009*

*$p<.05$

Note. Grouping variable: Leadership Position

Given that the Kruskal-Wallis test demonstrated significant differences in responses, the statistical treatment was extended to between-group analysis. This is described in the following subsections by hypothesis question.

Question 2: New Roles Appropriate for Community Colleges

Table 19 and Figure 5 provide analytical perspectives of the distribution of responses to Question 2 which assesses the degree to which respondents believe that the new, nontraditional roles are appropriate for community colleges. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 19 Percentile Statistics by Quartiles for Leadership Groups,

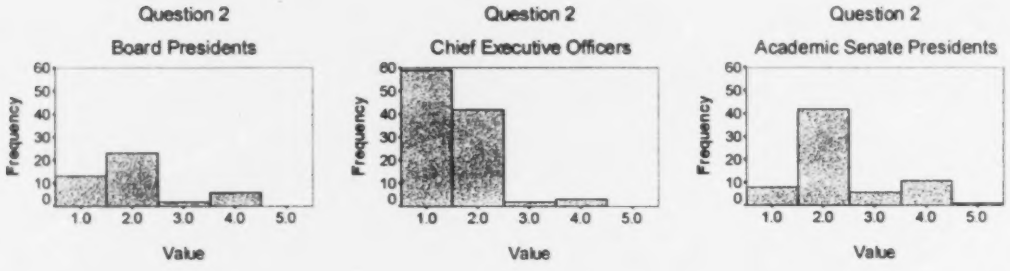
Question 2: New Roles Appropriate for Community Colleges

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	1.00	2.00	2.00
Chief Executive Officers	1.00	1.00	2.00
Academic Senate Presidents	2.00	2.00	3.00

Note. The range of values extends from 1.00 (*strongly agree*) to 5.00 (*strongly disagree*).

Figure 5 Histograms of Responses by Leadership Group,

Question 2: New Roles Appropriate for Community Colleges



Based upon the differences in responses as determined by Kruskal-Wallis (Table 18) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 20, this post hoc analysis revealed two pairwise comparisons of responses to be significantly different ($p<.05$): (1) chief executive officers and academic senate presidents and (2) chief executive officers and board presidents.

Table 20 Scheffé Post Hoc Multiple Comparisons Test – Question 2

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.145
	CEOs	.004*
Academic Senate Presidents	Board Presidents	.145
	CEOs	.000*
CEOs	Board Presidents	.004*
	Academic Senate Presidents	.000*

*$p<.05$

Question 4: New Roles Consistent with Higher Education Mission

Table 21 and Figure 6 provide analytical perspectives of the distribution of responses to Question 4 which assesses the degree to which respondents believe that the new, nontraditional roles are consistent with the community college mission of providing higher education. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 21 Percentile Statistics by Quartiles for Leadership Groups,

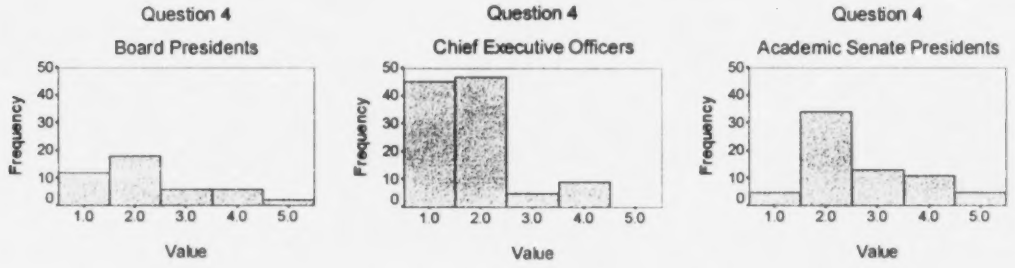
Question 4: New Roles Consistent with Higher Education Mission

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	1.00	2.00	3.00
Chief Executive Officers	1.00	2.00	2.00
Academic Senate Presidents	2.00	2.00	3.00

Note. The range of values extends from 1.00 (*strongly agree*) to 5.00 (*strongly disagree*).

Figure 6 Histograms of Responses by Leadership Group,

Question 4: New Roles Consistent with Higher Education Mission



Based upon the differences in responses as determined by Kruskal-Wallis (Table 18) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 22, this post hoc analysis revealed two pairwise comparisons of responses to be significantly different ($p<.05$): (1) chief executive officers and academic senate presidents and (2) chief executive officers and board presidents.

Table 22 Scheffé Post Hoc Multiple Comparisons Test – Question 4

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.135
	CEOs	.030*
Academic Senate Presidents	Board Presidents	.135
	CEOs	.000*
CEOs	Board Presidents	.030*
	Academic Senate Presidents	.000*

*p<.05

Question 6: Community Colleges as Key Players in Promoting Economic Health

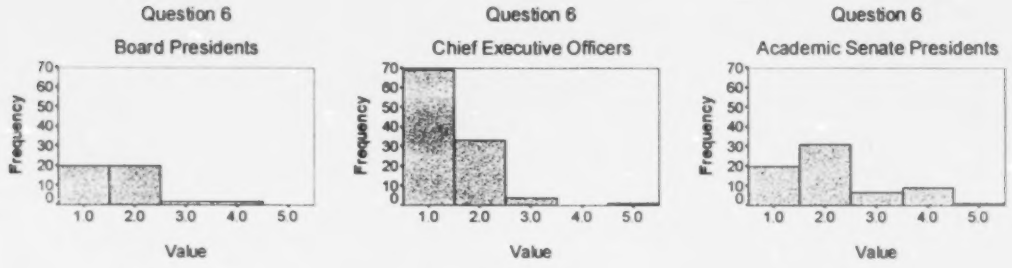
Table 23 and Figure 7 provide analytical perspectives of the distribution of responses to Question 6 which assesses the degree to which respondents believe that community colleges should be key players in advancing economic health in the community. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 23 Percentile Statistics by Quartiles for Leadership Groups, Question 6: Community Colleges as Key Players in Promoting Economic Health

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	1.00	2.00	2.00
Chief Executive Officers	1.00	1.00	2.00
Academic Senate Presidents	1.00	2.00	2.75

Note. The range of values extends from 1.00 (*strongly agree*) to 5.00 (*strongly disagree*).

Figure 7 Histograms of Responses by Leadership Group, Question 6: Community Colleges as Key Players in Promoting Economic Health



Based upon the differences in responses as determined by Kruskal-Wallis (Table 18) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 24, this post hoc analysis revealed two pairwise comparisons of responses to be significantly different ($p<.05$): (1) academic senate presidents and chief executive officers and (2) academic senate presidents and board presidents.

Table 24 Scheffé Post Hoc Multiple Comparisons Test – Question 6

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.023*
	CEOs	.202
Academic Senate Presidents	Board Presidents	.023*
	CEOs	.000*
CEOs	Board Presidents	.202
	Academic Senate Presidents	.000*

*p<.05

Question 7: Community Colleges as Agents of Social Change

Table 25 and Figure 8 provide analytical perspectives of the distribution of responses to Question 7 which assesses the degree to which respondents believe that community colleges should be agents of social change to remedy social problems in the community. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 25 Percentile Statistics by Quartiles for Leadership Groups,

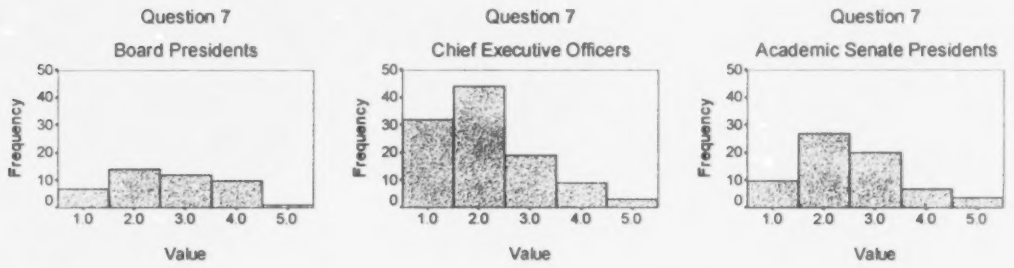
Question 7: Community Colleges as Agents of Social Change

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	2.00	3.00	3.75
Chief Executive Officers	1.00	2.00	3.00
Academic Senate Presidents	2.00	2.00	3.00

Note. The range of values extends from 1.00 (*strongly agree*) to 5.00 (*strongly disagree*).

Figure 8 Histograms of Responses by Leadership Group,

Question 7: Community Colleges as Agents of Social Change



Based upon the differences in responses as determined by Kruskal-Wallis (Table 18) and the suggestion of between-group differences as identified through analysis of

quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 26, this post hoc analysis revealed one pairwise comparison of responses to be significantly different ($p<.05$): chief executive officers and board presidents.

Table 26 Scheffé Post Hoc Multiple Comparisons Test – Question 7

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.870
	CEOs	.028*
Academic Senate Presidents	Board Presidents	.870
	CEOs	.052
CEOs	Board Presidents	.028*
	Academic Senate Presidents	.052

*p<.05

Question 8: Community Colleges as Partners in K-12 Educational Reform

Table 27 and Figure 9 provide analytical perspectives of the distribution of responses to Question 8, which assesses the degree to which respondents believe that community colleges should be key partners in educational reform to address perceived inadequacies at the K-12 level. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 27 Percentile Statistics by Quartiles for Leadership Groups,

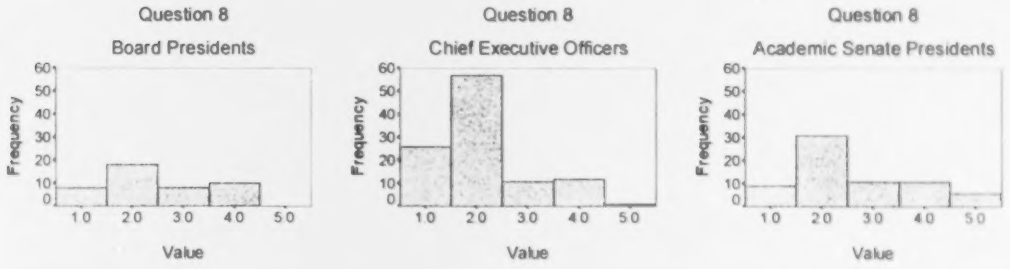
Question 8: Community Colleges as Partners in K-12 Educational Reform

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	2.00	2.00	3.00
Chief Executive Officers	2.00	2.00	2.00
Academic Senate Presidents	2.00	2.00	3.75

Note. The range of values extends from 1.00 (*strongly agree*) to 5.00 (*strongly disagree*).

Figure 9 Histograms of Responses by Leadership Group,

Question 8: Community Colleges as Partners in K-12 Educational Reform



Based upon the differences in responses as determined by Kruskal-Wallis (Table 18) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 28, this post hoc analysis revealed one pairwise comparison of responses to be significantly different ($p<.05$): chief executive officers and academic senate presidents.

Table 28 Scheffé Post Hoc Multiple Comparisons Test – Question 8

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.718
	CEOs	.184
Academic Senate Presidents	Board Presidents	.718
	CEOs	.008*
CEOs	Board Presidents	.184
	Academic Senate Presidents	.008*

*p<.05

Institutional Factors

The five survey questions which addressed Hypothesis 2 were further evaluated using the three institutional characteristics of size, geographic locale, and proximity to a public four-year university. This was done to ascertain the degree to which institutional factors might influence the attitudes of community college leaders. Specifically, within-group analysis using the Kruskal-Wallis test was applied to determine if there were statistically significant differences ($p<.05$) in the responses of the three leadership groups to the survey questions based upon (1) institutional/district size (i.e., FTES); (2) geographic locale of area served by institution/district (i.e., urban, suburban, rural); and (3) proximity to a public transfer institution. The results of this statistical analysis indicate that the majority of the leadership groups' responses were not significantly different across the three institutional characteristics. In the two instances where the Kruskal-Wallis test indicated a difference, there was no discernible pattern to these slight variations in responses.

Summary – Hypothesis 2

The second research hypothesis under study states that no differences in attitude exist between the three leadership groups as to the suitability and appropriateness of the expanding roles of the California community colleges. This null hypothesis of no difference was evaluated by applying the Kruskal-Wallis test and post hoc multiple comparisons to each of five survey questions used to ascertain attitudinal differences regarding the appropriateness of the new, nontraditional goals. Significant differences in attitude between the three leadership groups were identified across all five questions. While all three leadership groups generally agreed that the new, nontraditional missions were appropriate and consistent with the goals of community colleges, the degree of concurrence varied. Specifically, chief executive officers were more strongly in agreement with the view that the new, nontraditional missions were appropriate and consistent with the purpose of community colleges than the other two groups. Further, chief executive officers as a group were more strongly in agreement than the other two groups that community colleges should be key players in promoting economic health, agents of social change, and partners in K-12 educational reform. The stronger degree of concurrence held by chief executive officers was statistically significant for all five questions. Secondary analysis found no consistently significant differences for within-group responses based upon institutional factors. Given the outcomes associated with the statistical assessment and the attitudinal differences noted above, the null hypothesis of no difference was therefore rejected.

Hypothesis 3: Effectiveness in Achieving Nontraditional Goals

The third research hypothesis under study seeks to ascertain whether or not statistically significant differences exist between the three leadership groups regarding the effectiveness of California community colleges in achieving the new, nontraditional goals. Questions 3 and 5 of the survey addressed this hypothesis by seeking attitudinal responses to queries about effectiveness of colleges in achieving the new, nontraditional goals and the availability of adequate funding to support these new missions. Table 29 presents the medians for the responses to these two questions by leadership group. The range of responses extend from *strongly agree* (value = 1) to *strongly disagree* (value = 5). These median values suggest that there is general agreement among the three leadership groups that these new, nontraditional roles are being effectively accomplished by community college, despite consensus that these new roles are being underfunded.

Table 29 Median Response by Leadership Group: Effectiveness in Achieving Nontraditional Goals

Hypothesis 3: Effectiveness in Achieving Nontraditional Goals	**Board Presidents**	**Chief Executive Officers**	**Academic Senate Presidents**
Colleges effective in achieving nontraditional goals (Survey Question 3)	2.00	2.00	2.00
Adequate funding available to support nontraditional goals (Survey Question 5)	4.00	4.00	4.00

Note. The range of values extends from 1.00 (*strongly agree*) to 5.00 (*strongly disagree*).

To further evaluate these responses, the Kruskal-Wallis test statistic was computed for each of the two questions related to this research hypothesis to ascertain

whether or not statistically significant ($p<.05$ level) differences exist. The results are shown in Table 30.

Table 30 Kruskal-Wallis Test Statistic – Hypothesis 3

	Effective in achieving nontraditional goals (Question 3)	**Adequate funding available (Question 5)**
Chi-Square	23.166	2.203
df	2	2
Significance	.000*	.332

*p<.05

Note. Grouping variable: Leadership Position

The differences in responses to Question 3 were determined to be significant. The responses to Question 5 (lack of adequate funding) did not show statistically significant differences between the three groups. Given that the results of the Kruskal-Wallis test yielded significant differences in responses to Question 3, the statistical treatment for this query was extended to between-group analysis. This is described in the following subsection.

Question 3: Community Colleges Effective in Achieving Nontraditional Goals

Table 31 and Figure 10 provide analytical perspectives of the distribution of responses to Question 3 which assesses the degree to which respondents believe that community colleges are effective in achieving the new, nontraditional goals. The percentile statistics and the histograms suggest minor variability in between-group responses.

Table 31 Percentile Statistics by Quartiles for Leadership Groups,

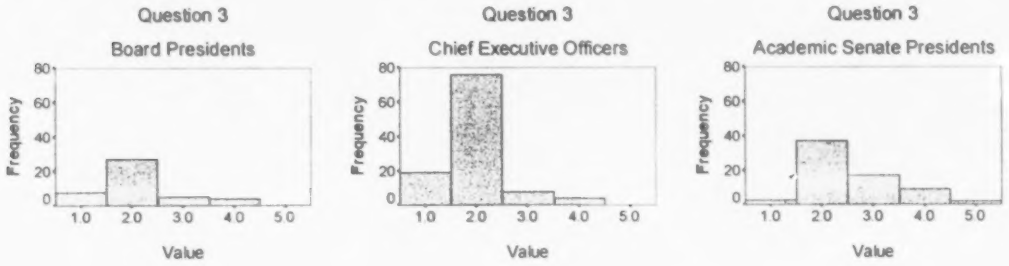
Question 3: Community Colleges Effective in Achieving Nontraditional Goals

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	2.00	2.00	2.00
Chief Executive Officers	2.00	2.00	2.00
Academic Senate Presidents	2.00	2.00	3.00

Note. The range of values extends from 1.00 (*strongly agree*) to 5.00 (*strongly disagree*).

Figure 10 Histograms of Responses by Leadership Group,

Question 3: Community Colleges Effective in Achieving Nontraditional Goals



Based upon the differences in responses as determined by Kruskal-Wallis (Table 30) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 32, this post hoc analysis revealed two pairwise comparisons of responses to be significantly different ($p<.05$): (1) chief executive officers and academic senate presidents and (2) academic senate presidents and board presidents.

Table 32 Scheffé Post Hoc Multiple Comparisons Test – Question 3

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.011*
	CEOs	.581
Academic Senate Presidents	Board Presidents	.011*
	CEOs	.000*
CEOs	Board Presidents	.581
	Academic Senate Presidents	.000*

*p<.05

Institutional Factors

The two survey questions which addressed Hypothesis 3 were further evaluated using the three institutional characteristics of size, geographic locale, and proximity to a public four-year university. This was done to ascertain the degree to which institutional factors might influence the attitudes of community college leaders. Specifically, within-group analysis using the Kruskal-Wallis test was applied to determine if there were statistically significant differences ($p<.05$) in the responses of the three leadership groups to the survey questions based upon (1) institutional/district size (i.e., FTES); (2) geographic locale of area served by institution/district (i.e., urban, suburban, rural); and (3) proximity to a public transfer institution. The results of this statistical analysis indicate that the majority of the leadership groups' responses were not significantly different across the three institutional characteristics. In the two instances where the Kruskal-Wallis test indicated a difference, there was no discernible pattern to these slight variations in responses.

Summary – Hypothesis 3

The third research hypothesis under study states that no differences in attitude exist between the three leadership groups as to the effectiveness of California community colleges in achieving the new, nontraditional goals (i.e., economic/workforce development, social service/community development, and partnership role in K-12 reform). This null hypothesis of no difference was evaluated by applying the Kruskal-Wallis test to each of the two survey questions used to ascertain attitudinal differences regarding the achievement of nontraditional missions. Post hoc multiple comparisons analysis was applied as appropriate to determine between-group comparisons. Significant differences in attitude between the three leadership groups were identified for the question regarding institutional effectiveness in achieving these nontraditional goals. While all three leadership groups generally agreed that the new, nontraditional missions were being effectively accomplished, the degree of concurrence varied. Specifically, chief executive officers and board presidents were more strongly in agreement that the new, nontraditional missions were being effectively achieved as compared to academic senate presidents. The stronger degree of concurrence held by chief executive officers and board presidents was statistically significant. Secondary analysis found no consistently significant differences for within-group responses based upon institutional factors. Thus, while there was no difference in responses regarding the adequacy of funding to support mission expansion, the null hypothesis of no difference was nonetheless rejected based upon the statistically significant differences associated with Question 3.

Hypothesis 4: Mission Primacy

The fourth research hypothesis under study seeks to ascertain whether or not statistically significant differences exist between the three leadership groups as to their assessment of primacy in the missions and roles within the California community college system. Question 1 of the survey addressed this hypothesis by seeking attitudinal responses regarding the current mission priorities for the system. Additionally, Question 14 focused on this hypothesis by garnering rank order prioritization from respondents regarding mission primacy. These two questions are discussed in more detail in the following subsections.

Question 1: Concurrence with Current Mission Priorities

Table 33 presents the medians for the responses to this query by leadership group. The range of responses extend from *strongly agree* (value = 1) to *strongly disagree* (value = 5). These median values indicate consensus and agreement among the three leadership groups regarding the current mission priorities as set forth in the California Education Code.

Table 33 Median Response by Leadership Group: Mission Primacy

Hypothesis 4: Mission Primacy	Board Presidents	Chief Executive Officers	Academic Senate Presidents
Degree of concurrence with current mission priorities (Survey Question 1)	2.00	1.00	2.00

Note. The range of values extends from 1.00 (*strongly agree*) to 5.00 (*strongly disagree*).

To further evaluate these responses, the Kruskal-Wallis test statistic was computed for Question 1 to ascertain whether or not statistically significant ($p<.05$) differences exist. The results are shown in Table 34.

Table 34 Kruskal-Wallis Test Statistic – Hypothesis 4

	Degree of concurrence with current mission priorities (Question 1)
Chi-Square	7.597
df	2
Significance	.022*

*p<.05

Note. Grouping variable: Leadership Position

Given that the Kruskal-Wallis test demonstrated significant differences in responses to Question 1, the statistical treatment was extended to between-group analysis. Table 35 and Figure 11 provide analytical perspectives of the distribution of responses by leadership group to this survey question. The percentile statistics and histograms suggest minor variability in between-group responses.

Table 35 Percentile Statistics by Quartiles for Leadership Groups,

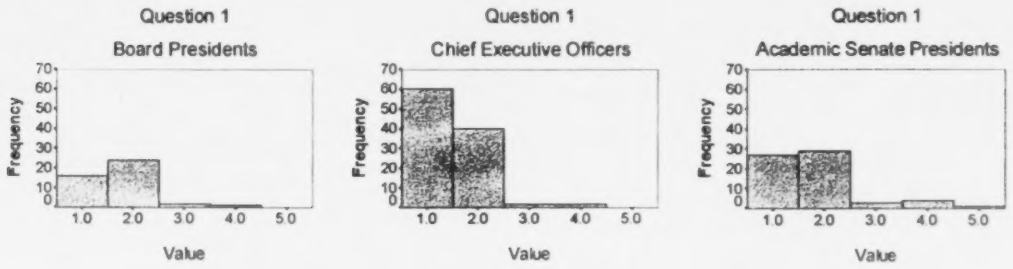
Question 1: Degree of Concurrence with Current Mission Priorities

Leadership Group	**Percentiles**		
	25th	**50th**	**75th**
Board Presidents	1.00	2.00	2.00
Chief Executive Officers	1.00	1.00	2.00
Academic Senate Presidents	1.00	2.00	2.00

Note. The range of values extends from 1.00 (*strongly agree*) to 5.00 (*strongly disagree*).

Figure 11 Histograms of Responses by Leadership Group,

Question 1: Degree of Concurrence with Current Mission Priorities



Based upon the differences in responses as determined by Kruskal-Wallis (Table 34) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 36, this post hoc analysis revealed one pairwise comparison of responses to be significantly different ($p<.05$): chief executive officers and academic senate presidents.

Table 36 Scheffé Post Hoc Multiple Comparisons Test – Question 1

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.872
	CEOs	.201
Academic Senate Presidents	Board Presidents	.872
	CEOs	.028*
CEOs	Board Presidents	.201
	Academic Senate Presidents	.028*

*p<.05

Question 14: Mission Priorities as Perceived by Leadership Group

Question 14 presented the survey participants with a list of both traditional and nontraditional missions and requested that they rank these roles in priority order from most important (value = 1) to least important (value = 7). The results of this ranking, by leadership group, are presented in Tables 37 and 38. The data indicates general concurrence among the groups regarding the primacy role of transfer education and vocational education (ranked one and two, respectively). Of note is the alignment of rankings given by the chief executive officers and the academic senate presidents. The rankings provided by board presidents were congruent with the other two leadership groups in most areas, with the exception of development/remedial education, economic/workforce development, and partnership in K-12 reform.

Table 37 Median Response by Leadership Group: Mission Prioritization

Mission	Leadership Group		
	Board Presidents	Chief Executive Officers	Academic Senate Presidents
Transfer education	1.00	1.00	1.00
Vocational education	2.00	2.00	2.00
Developmental/remedial education	4.00	3.00	3.00
Community Service	5.00	5.00	5.00
Economic/workforce development	3.00	4.00	4.00
Social service/ community development	6.00	6.00	6.00
Partnership role in K-12 reform	5.00	6.00	6.00

Note. The range of values extends from 1.00 (*most important mission)* to 7.00 (*least important mission*).

Table 38 Mission Priorities by Leadership Group

Rank Order	Board Presidents	Chief Executive Officers	Academic Senate Presidents
1	Transfer education	Transfer education	Transfer education
2	Vocational education	Vocational education	Vocational education
3	Economic/workforce development	Developmental/remedial education	Developmental/remedial education
4	Developmental/ remedial education	Economic/workforce development	Economic/workforce development
5	Community service and Partnership in K-12 reform (*tie*)	Community service	Community service
6	Social service/ community development	Social service/community development and Partnership in K-12 reform (*tie*)	Social service/community development and Partnership in K-12 reform (*tie*)

To further evaluate these responses, the Kruskal-Wallis test statistic was computed for each of the rankings to ascertain whether or not statistically significant ($p<.05$) differences exist. The differences in rankings were determined to be significant for following three areas: developmental/remedial education; community service; and economic/workforce development. The results of the Kruskal-Wallis test are shown in Table 39.

Table 39 Kruskal-Wallis Test Statistic – Mission Prioritization

Mission	Kruskal-Wallis		
	Chi-Square	df	Significance
Transfer Education	.534	2	.766
Vocational Education	.391	2	.823
Developmental/Remedial Education	10.826	2	.004*
Community Service	7.587	2	.023*
Economic/Workforce Development	16.901	2	.000*
Social Service/ Community Development	.439	2	.803
Partnership Role in K-12 Reform	1.437	2	.488

*p<.05

Note. Grouping variable: Leadership Position

Given that the Kruskal-Wallis test demonstrated significant differences in responses for three of the seven ranked missions, the statistical treatment was extended to between-group analysis for these missions. This is described in the following subsections by ranked mission.

Developmental/Remedial Education. Table 40 and Figure 12 provide analytical perspectives of the distribution of responses by leadership group to the ranked mission of developmental/remedial education. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 40 Percentile Statistics by Quartiles for Leadership Groups,

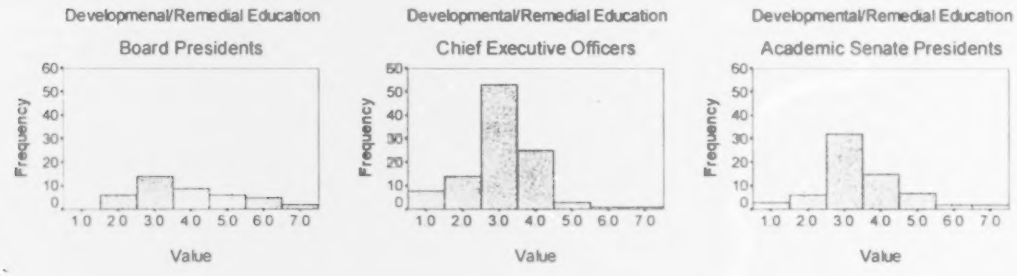
Ranked Mission: Developmental/Remedial Education

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	3.00	4.00	5.00
Chief Executive Officers	3.00	3.00	4.00
Academic Senate Presidents	3.00	3.00	4.00

Note. The range of values extends from 1.00 (*most important mission*) to 7.00 (least important mission).

Figure 12 Histograms of Responses by Leadership Group,

Ranked Mission: Developmental/Remedial Education



Based upon the differences in responses as determined by Kruskal-Wallis (Table 39) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 41, this post hoc analysis revealed one pairwise comparison of responses to be significantly different ($p<.05$): chief executive officers and board presidents.

Table 41 Scheffé Post Hoc Multiple Comparisons Test,

Ranked Mission: Developmental/Remedial Education

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.158
	CEOs	.001*
Academic Senate Presidents	Board Presidents	.158
	CEOs	.107
CEOs	Board Presidents	.001*
	Academic Senate Presidents	.107

*p<.05

Community Service. Table 42 and Figure 13 provide analytical perspectives of the distribution of responses by leadership group to the ranked mission of community service. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 42 Percentile Statistics by Quartiles for Leadership Groups,

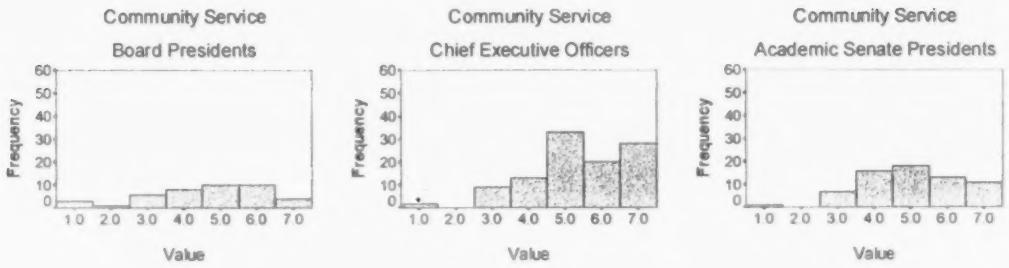
Ranked Mission: Community Service

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	3.75	5.00	6.00
Chief Executive Officers	5.00	5.00	7.00
Academic Senate Presidents	4.00	5.00	6.00

Note. The range of values extends from 1.00 (*most important mission*) to 7.00 (least important mission).

Figure 13 Histograms of Responses by Leadership Group,

Ranked Mission: Community Service



Based upon the differences in responses as determined by Kruskal-Wallis (Table 39) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 43, this post hoc analysis revealed one pairwise comparison of responses to be significantly different ($p<.05$): chief executive officers and board presidents.

Table 43 Scheffé Post Hoc Multiple Comparisons Test,

Ranked Mission: Community Service

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.329
	CEOs	.016*
Academic Senate Presidents	Board Presidents	.329
	CEOs	.322
CEOs	Board Presidents	.016*
	Academic Senate Presidents	.322

*p<.05

Economic/Workforce Development. Table 44 and Figure 14 provide analytical perspectives of the distribution of responses by leadership group to the ranked mission of economic and workforce development. Both the percentile statistics and the histograms suggest variability in between-group responses.

Table 44 Percentile Statistics by Quartiles for Leadership Groups,

Ranked Mission: Economic/Workforce Development

Leadership Group	Percentiles		
	25th	50th	75th
Board Presidents	2.00	3.00	4.00
Chief Executive Officers	3.00	4.00	4.00
Academic Senate Presidents	3.00	4.00	5.00

Note. The range of values extends from 1.00 (*most important mission*) to 7.00 (least important mission).

Figure 14 Histograms of Responses by Leadership Group,

Ranked Mission: Economic/Workforce Development

Based upon the differences in responses as determined by Kruskal-Wallis (Table 39) and the suggestion of between-group differences as identified through analysis of quartile distributions and histograms, post hoc testing using the Scheffé method was undertaken. As presented in Table 45, this post hoc analysis revealed two pairwise comparisons of responses to be significantly different ($p<.05$): (1) academic senate

presidents and chief executive officers and (2) academic senate presidents and board presidents.

Table 45 Scheffé Post Hoc Multiple Comparisons Test,

Ranked Mission: Economic/Workforce Development

Position	Position	Significance
Board Presidents	Academic Senate Presidents	.001*
	CEOs	.851
Academic Senate Presidents	Board Presidents	.001*
	CEOs	.000*
CEOs	Board Presidents	.851
	Academic Senate Presidents	.000*

*p<.05

Institutional Factors

The two survey questions which addressed Hypothesis 4 were further evaluated using the three institutional characteristics of size, geographic locale, and proximity to a public four-year university. This was done to ascertain to what degree institutional factors might influence the attitudes of community college leaders. Specifically, within-group analysis using the Kruskal-Wallis test was applied to determine if there were statistically significant differences ($p<.05$) in the responses of the three leadership groups to the survey questions based upon (1) institutional/district size (i.e., FTES); (2) geographic locale of area served by institution/district (i.e., urban, suburban, rural); and (3) proximity to a public transfer institution. The results of this statistical analysis indicate that the

majority of the leadership groups' responses were not significantly different across the three institutional characteristics. In the instances where the Kruskal-Wallis test indicated a difference, there was no discernible pattern to these slight variations in responses.

Summary – Hypothesis 4

The fourth research hypothesis under study states that no differences in attitude exist between the three leadership groups as to their assessment of primacy in the missions and roles within the California community college system. This null hypothesis of no difference was evaluated by applying the Kruskal-Wallis test and post hoc multiple comparisons to each of two survey questions used to ascertain attitudinal differences regarding mission priorities. Significant differences in attitude were identified for the question regarding current mission priorities as set forth in the California Education Code. While all three leadership groups agree with the current mission priorities for the system, the degree of concurrence varied. Specifically, chief executive officers were more strongly in agreement with the legislatively mandated missions than academic senate presidents and this difference was statistically significant. Prioritization of traditional and nontraditional mission yielded congruent and divergent rankings. Chief executive officers and academic senate presidents ordered the seven missions in an identical manner. However, significant differences in responses were determined to exist between chief executive officers and board presidents in the rankings of two traditional missions: developmental/remedial education and community service. With respect to developmental/remedial education, chief executive officers rated this traditional mission of slightly higher importance than did board presidents. This was reversed for community service where board presidents ranked this mission of higher import than did chief

executive officers. Additionally, academic senate presidents varied significantly from the other two leadership groups in ranking the nontraditional mission of economic/workforce development. In this case, academic senate presidents ranked this mission of less importance than did chief executive officers and board presidents. Secondary analysis found no consistently significant differences for within-group responses based upon institutional factors. Given the outcomes associated with the statistical assessment and the attitudinal differences to the questions regarding mission primacy noted above, the null hypothesis of no difference was therefore rejected.

Summary

The survey questions supporting the four research hypotheses were tested statistically to determine significant differences between the responses of the three leadership groups to the survey queries. Statistically significant differences in attitude surfaced across all hypotheses. With respect to the ability of California community colleges to effectively achieve their traditional goals in light of mission accretion (Hypothesis 1), chief executive officers and academic senate presidents differed significantly in their attitudes. Chief executive officers varied from the other two leadership groups in their responses regarding the suitability and appropriateness of the expanding roles within the California community college system (Hypothesis 2). The attitudes of chief executive officers and board presidents differed from academic senate presidents regarding the effectiveness of the California community colleges in achieving the new, nontraditional goals (Hypothesis 3). Mission primacy (Hypothesis 4) yielded significant differences in responses, principally between chief executive officers and the

other two leadership groups. These statistically significant differences in attitudes led to the rejection of each of the four null hypotheses of no difference.

CHAPTER FIVE

DISCUSSION AND CONCLUSIONS

Over the last century, community colleges have experienced an accretion, or expansion, of roles and responsibilities which have extended their programs, services, and functions well beyond the scope of their more traditional missions. Today, community colleges are being touted as the mechanisms to assist in rejuvenating and sustaining the economic vitality of their communities. As social institutions, community colleges are being promoted as catalysts to address societal problems and ills. Further, these institutions are seen as part of a multi-faceted approach for K-12 educational reform to address noted deficiencies. Community colleges' historical emphasis on transfer, occupational, and remedial education and community service has now been expanded to include the nontraditional educational initiatives of economic and workforce development, social service/community development, and K-12 school reform.

This present study focused on the attitudes of key community college stakeholders and decision-makers with respect to the construct of mission accretion and the growing dominance of nontraditional roles within these institutions. Specifically, this investigation examined the perceived benefits or detriments associated with mission expansion. Using a descriptive research model, this study employed a census survey to explore and understand mission accretion as viewed through the lens of key community college leaders in California (i.e., board presidents, chief executive officers, and academic senate presidents). The California community colleges were selected for this investigation due to (1) the sheer size of the state and its community college system and (2) the existence of diverse and dynamic social institutions (including academic

institutions) within the state to serve its heterogeneous population base. Four hypotheses formed the foundation for the research:

1. No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to the ability of California community colleges to effectively achieve their traditional goals in light of mission accretion.
2. No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to the suitability and appropriateness of the expanding roles of the California community colleges.
3. No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to the effectiveness of California community colleges in achieving their new, nontraditional goals.
4. No differences in attitude exist between key leadership groups, based upon institutional characteristics, as to their assessment of primacy in the missions and roles within the California community college system.

Garnering attitudinal input from those responsible for the provision of education within the community college system has provided insight into mission accretion and how prominent internal constituencies are viewing this phenomenon.

Effectiveness in Achieving Traditional Goals in Light of Mission Accretion

The literature on the mission of community colleges is replete with advocates advancing an ever-broadening role for these post-secondary institutions. However, critics have cautioned that continued expansion of the community college mission beyond their more traditional roles leads to a lack of definition of purpose, lack of mission clarity, and lack of identity (Deegan & Tillery, 1985; Cross, 1985; Raisman, 1990; Eaton, 1992).

Thus, the first research hypothesis under study sought to delve into the attitudes of key leadership groups regarding the ability of California community colleges to effectively achieve their traditional goals (i.e., transfer, occupational, and remedial education and community service) given the plethora of diverse roles ushered in by mission accretion (such as social service, economic and workforce development, partners in K-12 reform).

Outcomes associated with this hypothesis indicate that the three leadership groups (i.e., board presidents, chief executive officers, and academic senate presidents) maintain varying perspectives on the impact of mission accretion. While there is general acknowledgement by all leadership groups that community colleges are overextended and cannot continue to be all things to all people, the level of agreement differs significantly between chief executive officers and academic senate presidents, with the faculty leaders' viewpoint being one of stronger agreement with this perception than the chief institutional leaders. Further, the attitudes of academic senate presidents and chief executive officers are in contrast regarding: (1) the premise that mission accretion is leading to mission blur and ambiguity of purpose and (2) the premise that the fulfillment of traditional missions has been compromised due to the competition brought about by mission expansion. Chief executive officers disagree with these concepts, while faculty leaders express agreement. Regarding the notion that the transfer mission of community colleges has been de-emphasized due to mission accretion, all leadership groups generally disagreed, with the level of disagreement stronger for chief executive officers than for academic senate presidents. In all cases, board presidents held the middle position between the polar attitudinal extremes maintained by chief executive officers and academic senate presidents.

The results described above point out that significantly different perspectives are held by faculty (as represented by academic senate presidents) and chief institutional leaders. Faculty attribute mission blur, ambiguity of purpose, and the compromising of traditional missions to the ever-broadening roles that community colleges must assume. In response to the rhetorical questions "*Can we be all things to all people?*" and "*Can community colleges fulfill diverse expectations and roles without degrading their more traditional functions?*" faculty are suggesting that the answer is no. However, chief executive officers believe otherwise. To these leaders, neither mission blur nor ambiguity of purpose is a consequence of mission accretion. Further, these leaders do not subscribe to the notion that traditional missions are being compromised due to mission expansion.

These attitudinal differences may be a reflection of the inherently varying perspectives held by college/campus leaders as compared to faculty. Given the nature of their position, chief executive officers must possess an externally focused, inclusive orientation in order to effectively guide the institution forward and meet the broad-based educational needs of the community served by the college. On the other hand, by virtue of their role in the institution, faculty often have a very focused and internally oriented viewpoint. They are responsive to their students and to their disciplines and not necessarily to peripheral (and external) environmental forces at work on the institution. Based upon this outlook, faculty seem to be voicing concern about mission accretion and trying to do it all, which results in a blurring of the purpose of community colleges and consequent dilution of program emphasis (particularly the colleges' traditional programs). Such a perspective is consistent with the warnings sounded by Deegan and Tillery (1985) and Vaughan (1991) that attendant with the community colleges accepting

a expansive role in the provision of programs and services is mission confusion, conflict, and program imbalance and inequality. Further, such disparate viewpoints between faculty leaders and institutional leaders suggest lack of consensus on the primary direction of community colleges. Given their multi-faceted roles and functions, chief executive officers accept the notion of service to all while the faculty voice concern about serving all in terms of demand overload and the consequent diminution of more core functions.

Noteworthy is the attitude of board presidents relative to these issues. As stated earlier, the responses proffered by this group of leaders were moderate in perspective as compared to the attitudinal extremes maintained by chief executive officers and academic senate presidents. This is contrary to what would be expected from elected officials who must maintain a high degree of responsiveness to their constituent base. Thus, it is assumed that board presidents would advocate even more strongly than chief institutional leaders for an externally focused direction for community colleges. However, this was not the case. The board presidents' perspectives regarding mission accretion as it impacts the traditional roles of community colleges were more balanced than the viewpoints of the other two leadership groups. This seems to suggest that boards (i.e., the representatives elected to provide broad leadership and direction to the institution) have embraced a more temperate and moderate stance in order to balance the often contrasting interests of the community (external publics) and the college constituencies (internal publics).

Suitability and Appropriateness of Mission Accretion

Given the multitude of problems confronting society today, community colleges are being called into action. To many, community colleges, as social institutions, have a responsibility to respond to social, economic, and human resources challenges and to do so in a holistic, inclusive manner (Lorenzo & LeCroy, 1994; Gillett-Karam, 1996; Mahoney, 1997; Baker, 1999). The concepts of building, revitalizing, and sustaining community, championed first by Gleazer (1980), and carried forth by a number of community college commentators (Commission on the Future of the Community Colleges, 1988; Travis, 1995; Harlacher & Gollattscheck, 1996), have been embraced by these institutions. Contemporary and emerging roles of community college have now moved these entities into the realm of social, economic, and civic change agents. Thus, the second research hypothesis under study sought to investigate the attitudes of key leadership groups regarding the suitability and appropriateness of these expanding roles within the California community college system.

General concurrence amongst the three leadership groups surfaced regarding the contemporary trend of mission expansion. Specifically, the three leadership groups agreed that the new, nontraditional roles are appropriate for community colleges and that these expanding functions are consistent with the community college mission of providing higher education. This is counter to the contention of many observers that mission accretion is causing community colleges to distance themselves from their higher education roots (Clowes & Levin, 1989; Vaughan, 1991; Raisman, 1996). However, the level of agreement varied, with chief executive officers more strongly in accord than either academic senate presidents or board presidents that these new, nontraditional roles

are appropriate and aligned with the higher education mission of community colleges. Further, chief executive officers as a group were more strongly supportive of community colleges being (1) key activists in advancing the economic health of the community, (2) agents of social change to remedy social problems in the community, and (3) vital partners in educational reform to address inadequacies at the K-12 level.

The results discussed above indicate the degree to which college/campus leaders (i.e., chief executive officers) believe that community colleges should be active participants (if not leaders) in addressing social, economic, and certainly educational issues and problems confronting society today. This viewpoint is compatible with Cross' (1985) prediction for a growing emphasis on a horizontal focus for community colleges whereby these institutions embrace a more expansive, externally oriented role. Rather than simply accepting the historical and traditional higher education mission of community colleges, chief executive officers are forwarding the notion that these institutions can and should be involved in a profusion of mainstream and non-mainstream educational enterprises designed to sustain the social, economic, and educational fabric of their communities. Indeed, such a sweeping mission is deemed by these leaders to be both appropriate and suitable for community colleges. Despite calls from pundits (see Breneman & Nelson, 1981; Eaton, 1994b; Breneman, 1995; Council for Aid to Education, 1997; Phelan, 1997; Benjamin, 1998) for a narrowing of the scope of the community college mission, chief executive officers clearly advance the concept of a community college as a "full-service institution".

Effectiveness in Achieving New, Nontraditional Goals

As mission accretion appends more and more roles and functions onto the community colleges, concerns surface regarding the efficacy of mission attainment particularly in light of resource constraints that are an ever-present reality (Breneman & Nelson, 1981; Lorenzo & Banach, 1992; Lorenzo, 1994). Thus, the third research hypothesis embodied within this study sought to explore the attitudes of key leadership groups regarding the effectiveness of California community colleges in achieving their new, nontraditional goals.

Chief executive officers and board presidents were more strongly in alignment with the viewpoint that community colleges are effectively achieving their new, nontraditional roles of social service/community development, economic and workforce development, and collaborative partners in K-12 school reform. The faculty held a less supportive position regarding the efficacy of mission attainment. All leadership groups concurred that funding inadequacies are posing a barrier to the achievement of these new roles and functions. This position was further supported by comments proffered by the respondents to this study; across all groups, funding was mentioned as the limiting factor in mission achievement.

The dissimilar points of view maintained by faculty leaders and chief executive officers/board leaders regarding institutional effectiveness in achieving new, nontraditional roles can perhaps be understood by examining the roles each of these groups fulfill. By the very nature of their positions and by necessity, chief executive officers and board presidents possess a broad perspective and are able to gauge, in a holistic manner, effectiveness across all aspects of the institution. Faculty do not

necessarily need to possess that "big picture" perspective because their responsibilities are fairly focused. Thus, the faculty's differing assessment of institutional effectiveness in achieving new, nontraditional roles as compared to the other institutional leaders may simply reflect the difference between those leaders charged with having a broader perspective of the institutional and those leaders who are quite focused in their responsibilities.

Despite these disparate views on effectiveness in mission attainment, all groups voiced a strong message that funding is inadequate to sustain these emerging roles. The dichotomy of an expansive mission coupled with resource constraints has long been recognized as problematic by community college observers. Breneman and Nelson (1981) identified this issue in their notable study on community college finance. Vaughan (1988) colorfully described this problem by using a balloon metaphor. With the community college mission encompassed within the balloon, expanding missions and competing resource priorities constantly change the shape of the elastic balloon (and create tension and flux within the institution). Plucker (1987) and Clark (2000) respectively coined the terms *saturated niche* and *demand overload* to describe the phenomenon of mission accretion juxtaposed with shrinking resources. Across the spectrum of community college constituents, funding limitations were perceived as a formidable barrier to institutional effectiveness.

Mission Primacy

Community colleges have always placed a high value on the concepts of comprehensiveness, accessibility, opportunity, responsiveness, and adaptability. By embracing these goals, colleges have followed a path of mission accretion and attendant

expansion of roles and functions. Accompanying such growth has been a reluctance to establish clear priorities amongst the multitude of missions to which community colleges ascribe (Breneman & Nelson, 1981; Deegan & Tillery, 1985; Reitano, 1989-90; Lorenzo & Banach, 1992; Eaton, 1994b). Such ambivalence regarding mission priorities has contributed to a perceived lack of identity and to a "jack of all trades, master of none" syndrome (Dungy, 1995; Raisman, 1996). Thus, the fourth research hypothesis investigated in this study sought to determine mission priorities as perceived by key leadership groups within the California community college system.

Outcomes associated with this hypothesis indicate that the three leadership groups were in general agreement with the mission priorities as set forth in California Education Code for community colleges. Legislatively, the state mandates the following functions as primary missions for the system: academic and vocation instruction and advancing California's economic growth and global competitiveness. Essential and important (but not primary) functions include remedial, ESL, and adult noncredit instruction and student support service. Community service is categorized as an authorized function. The educational philosophy of the chief executive officers, board presidents, and academic senate presidents were in accord with these mission priorities.

Additionally, respondents to the survey were asked to prioritize specific community college missions which were central to this study and included the following: transfer education, vocational education, developmental/remedial education, community service, economic/workforce development, social service/community development, and partnership role in K-12 school reform. Chief executive officers and academic senate presidents rank ordered these missions in an identical fashion, with transfer education,

vocational education, and developmental/remedial education holding the top three slots respectively. These were followed by economic/workforce development in fourth ranking and community service in fifth ranking. These two leadership groups indicated a tie for the sixth ranking between social service/community development and partnership role in K-12 school reform. The board presidents' rankings for the top two positions were identical to that ranked by the other two leadership groups. The only substantive differences in the board presidents' rankings were (1) the higher ranking given to economic/workforce development (third in priority); (2) the concomitant lower ranking given to developmental/remedial education (fourth in priority); and (3) a higher ranking for partnership role in K-12 school reform (fifth in priority).

The results of this prioritization seem to point toward a number of findings. First, all community college leadership groups have established the traditional missions of transfer and vocational education as the highest of priorities. This is true despite the plethora of emerging roles that have been accreted on as new missions of these institutions. These leadership groups are proclaiming their belief that the core functions of transfer and vocation education remain central to the purpose of community colleges. Second, of the new, nontraditional roles, economic/workforce development is ranked the highest by the three leadership groups, being fourth in priority for chief executive officers and faculty leaders and third in priority for board presidents. This outcome suggests that economic/workforce development is perceived by community college leaders as more central to the mission of these institutions than either social service/community development or partnership role in K-12 school reform. The higher ranking for economic/workforce development is understandable in light of the community colleges'

longstanding involvement in workforce training and preparation through the provision of an array of occupational programs. It is then a natural outgrowth from these occupational education roots to maintain that community colleges should be players in economic and workforce development. Third, board presidents ranked economic/workforce development of higher priority, perhaps in large part due to the nature of their position – being elected representatives of the community. Their ties to community-based needs and interests are strong and their ranking reflects an ongoing awareness of and interest in promoting economic health and stability of their community.

Upon review, these rankings yielded a strong degree of congruence between institutional leaders, faculty leaders, and board presidents regarding mission primacy. This outcome was unexpected given the divergent attitudes to mission accretion which surfaced throughout this study, particularly between chief executive officers and academic senate presidents. The ranking results for the traditional missions of transfer and vocational education are generally consistent with findings from prior research which identified these two goals as occupying the highest of priorities (Medsker, 1960; Cross, 1981; Doucette, 1983; Cross and Fideler, 1985; Miltenberger, 1985; Laughlin, 1987; Jarrett, 1989; Mohammadi, 1992; Brewer, 1999). While there is general agreement on mission priorities in theory, in practice there seems to remain a concern about program imbalance as institutions strive toward the prioritized missions with inadequate resources to support these priorities.

Influence of Institutional Factors on Leaders' Perceptions

The sheer size and varied nature of the community college system in California coupled with the diverse demographics of the state itself provided the opportunity to

assess the impact of institutional factors on the leaders' perceptions of mission accretion. Specifically, three institutional characteristics were evaluated: institution/district size; description of geographic locale served by the college/district; and proximity to a four-year transfer institution. The first factor, institution/district size (i.e., FTES) was selected in order to gauge the degree to which large colleges differ from smaller colleges in their ability to effectively "do it all" with respect to mission expansion. That is, by virtue of the fact that large colleges have resources, staff, facilities, and economies of scale, do the leaders from these colleges differ in their perceptions of mission accretion as compared to their small college colleagues? The institutional characteristic of geographic locale was used to evaluate the impact that an urban versus a rural setting had on the phenomenon of mission accretion. Are the urban colleges subject to greater influence from their communities such that institutional leaders take on a more externally focused perspective? Or is the converse true? This study sought to ascertain if differences existed due to such geographic factors. Finally, institutional proximity to a public four-university was selected in an attempt to evaluate whether distance plays a role in the perceptions of leaders, particularly with regard to the traditional transfer function of community colleges.

The findings suggest that the attitudes held by the leadership groups across all hypotheses seem to be principally influenced by the respondent's position within an institution (that is, college/campus leader, board president, faculty leader) rather than by selected institutional characteristics (such as size of institution, geographic locale of area served, proximity to transfer institution). That is, the attitudinal differences which were

identified in this study resulted from the varying roles that individuals assume within the institution rather than from factors attributed to the institutions themselves.

Conclusions

Today, community colleges are full-service institutions. Committed to the concept embodied in mission expansion, community colleges are embracing emerging roles and functions with the same dedication to access, comprehensiveness, and opportunity that has historically set these institutions apart from mainstream higher education. But this movement begs the question: *Overall, is mission accretion perceived as a benefit or detriment?* This study sought to answer this query from the perspective of those internal constituent groups within the community college system who have a keen understanding of the purpose and mission of these institution.

Is mission accretion a benefit? The findings of this study suggest that key leaders within the community colleges believe that the answer is yes. Serving the unserved or underserved is one of the most significant outcomes associated with mission expansion. Further, by moving into roles which have been abandoned or left unfulfilled by other social and educational institutions, community colleges are able to more directly meet the broad-based needs of their communities. There is general agreement among the community college leaders that these new roles (some quasi-educational in nature) are in line with the mission and purpose of community colleges and that the colleges are effectively accomplishing their multi-faceted functions.

Is mission accretion a detriment? The answer to this question is perceived differently by different leadership groups. All groups concur that community colleges are overextended as a consequence of mission accretion. However, institutional leaders (i.e.,

chief executive officers) clearly believe in and advocate for the expansive direction taken by community colleges. They are strong proponents for the community colleges' involvement in economic and workforce development, social service and community development, and K-12 educational reform. On the other hand, faculty leadership sees problems with mission accretion. They see this phenomenon contributing to a lack of institutional focus and clarity, which in turn has compromised the community colleges' traditional missions. The faculty's concerns are in accord with that expressed by Cohen and Brawer (1996):

> Each noneducative function may have a debilitating long-term effect because it diffuses the college mission. Each time the colleges act as social welfare agencies or modern Chautauquas, they run the risk of reducing the support they must have if they are to pursue their main purpose. (p. 306)

Indeed, throughout the study, chief executive officers and faculty have assumed contrasting positions regarding mission accretion. This has significant implication in policy formulation as well as day-to-day decision making on the part of these leaders. With faculty and administration taking polar positions and the board somewhere in the middle, setting the course for the future of community colleges will not be easy. While leadership groups can function within broad bands of tolerance regarding their vision of the future direction of institutions, if these paths deviate too significantly, then conflict, disagreement, and dissension can result. There is an indication from the results of this study that such divergent viewpoints exist between faculty leaders and institutional leaders. Such differing perspectives regarding the expansive community college mission

will impact how these constituents move the institutions forward into the future while simultaneously addressing the perceived problems associated with mission accretion.

While faculty and institutional leaders have differing perceptions regarding mission accretion, there is one aspect of this movement to which all agree: there are inadequate resources to support an expanding mission. The common theme voiced across all leadership groups was one of lack of funding to effectively accomplish it all. With chief executive officers so strongly in support of mission expansion and faculty more cautious of the community colleges' expanding roles, this dichotomy foretells a future of continued debate and discord regarding institutional focus and the concomitant allocation of resources. As community colleges continue to position themselves "both philosophically and practically between the traditional higher education community and society at large" (Vaughan, 1984, p. 24) such new demands/roles/functions will "exact an educational cost as well as a financial one" (National Commission on Excellence in Education, 1983, p. 6).

Community colleges, as institutions of opportunity, serve a wide spectrum of societal needs. In large part, this is accomplished through mission accretion and the assumption of nontraditional, emerging roles in an environment of accessibility, flexibility, and comprehensiveness. As community colleges champion a multi-faceted mission, they need to be aware that such a broad-based, diffuse perspective can be both an institutional strength as well as a weakness. The challenge facing community colleges now is how to address their multiple missions while maintaining the integrity of their core values.

Recommendations for Further Research

To further explore, analyze, and evaluate mission accretion and its implication for community colleges, the following lines of investigation are proffered for future research.

1. Investigate the concept of mission accretion from the perspective of legislators who are responsible for setting broad higher education policy at the state level as well as with other key external publics (i.e., local community leaders; four-year university and college leaders; general public). Such a study would foster an understanding of the role that community colleges have assumed as perceived by those who establish the legal framework from which these institutions gain their sense of identity (i.e., state legislators). Further, garnering the viewpoints of other external constituent groups would provide an avenue for understanding how groups to which community colleges are accountable perceive their role and function.
2. Replicate this study on mission accretion with broader geographic participation (i.e., sample states with varying demographic and community college characteristics) to gain a more representative perspective of community colleges nationwide.
3. Replicate this study with broader internal constituent representation in recognition of the diversity of internal publics who have a keen interest in the community colleges (e. g., students).
4. Investigate why differences exist among key community college leadership groups (particularly faculty leaders and institutional leaders) regarding the concept of mission accretion. Understanding the "why" of an issue is the next step in being able to formulate strategies to address potential problems.

5. Investigate the allocation of resources to the multiple missions of the community colleges and the associated outcomes of the system/institution (i.e., cost/benefit analysis by statewide system or institution).

This present study stands as the first step toward the goal of understanding the effects of mission accretion within the community colleges.

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APPENDIX A

Survey Instrument: Colleges

Community College Mission Survey

This survey is part of a study investigating mission expansion within the California Community Colleges. The perspective of chief executive officers such as yourself forms a central part of this research. Please answer all of the questions. If you wish to comment on any question, please feel free to do so in the space provided at the end of the survey.

1. California Education Code §66010.4 describes the mission of the California Community Colleges as follows:

> ***Primary Missions***
> - Academic and Vocational Instruction
> - Advance California's economic growth and global competitiveness
>
> ***Essential and Important Functions***
> - Remedial Instruction
> - English as a Second Language Instruction
> - Adult Noncredit Instruction
> - Support Services
>
> ***Authorized Function***
> - Community Services courses and programs

To what extent do you agree/disagree with the following statement? (*Circle the appropriate number.*)

"*My educational philosophy is in accord with the mission priorities set forth in Education Code §66010.4 for the California Community Colleges.*"

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

Community College Mission Expansion

Of late, various social, political, and economic forces have worked together to cause the community colleges to broaden their function as educational institutions and take on new nontraditional roles such as:

- **Economic/Workforce Development** (e.g., workforce training, contract education, business/industry partnerships)
- **Social Service/Community Development** (e.g., welfare reform, community activism, programs for special populations)
- **Partnership Role in K-12 School Reform** (e.g., Tech Prep, School-to-Career, middle colleges)

I would like to ask you about your thoughts regarding this mission expansion.

2. In your opinion, do you agree/disagree that these new nontraditional roles are **appropriate** for community colleges? (*Circle the appropriate number.*)

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

3. To what extent do you agree/disagree that your institution is **effective** in achieving these new nontraditional goals. (*Circle the appropriate number.*)

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

4. Do you agree/disagree that these new nontraditional roles are consistent with the community college mission of providing **higher education**?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

5. Do you agree/disagree that **adequate funding** is available within your institution to support expansion into these new nontraditional roles?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

Do you agree/disagree that your institution should be:

	strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*
6. A key player in ***advancing the economic health*** of your community?.....	1	2	3	4	5
7. An ***agent of social change*** to remedy social problems in your community?.....	1	2	3	4	5
8. A key partner in ***educational reform*** to Address perceived inadequacies at the K-12 level?.....	1	2	3	4	5

9. It has been suggested that community colleges are overextended and cannot be all things to all people. To what extent do you agree/disagree with this point of view?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

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10. It has been suggested that mission expansion is leading to mission blur and ambiguity of purpose in the community colleges. To what extent do you agree/disagree with this point of view?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

Traditional Roles of Community Colleges

Next I would like your thoughts about the traditional roles of community colleges.

11. To what extent do you agree/disagree that your institution's ability to **fulfill its traditional missions** (i.e., transfer, vocational education, remedial education, community service) has been compromised due to competition from the addition of more nontraditional functions?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

12. To what extent do you agree/disagree that the **transfer function in your institution** has been de-emphasized due the addition of more nontraditional functions?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

Community College Mission

13. Has the implementation of accountability measures (i.e., Partnership for Excellence) prompted a reevaluation of your institution's mission priorities?

1	2	3
Yes	*No*	*To Some Extent*

14. How would you prioritize the following community college missions?
Place a **"1"** next to the ***most important mission*** and continue ranking through **"7"** for ***least important.***

____Transfer Education
____Vocational Education
____Developmental/Remedial Education
____Community Service (i.e., continuing education)
____Economic/Workforce Development (e.g., workforce training, contract education, business/industry partnerships)
____Social Service/Community Development (e.g., welfare reform, community activism, programs for special populations)
____Partnership Role in K-12 School Reform (e.g., Tech Prep, School-to-Career, middle college)

Finally, I would like to ask you about your college and the community it serves.

15. In 1998-99, what was the **approximate** FTES for your campus? (Circle number)
    1 Less than 4,000 FTES
    2 4,000 - 8,000 FTES
    3 Greater than 8,000 FTES

16. How would you best categorize the type of community your college serves?
    (*Circle only one number*)

    1 *Largely Urban*
    2 *Urban/Suburban Mix*
    3 *Largely Suburban*
    4 *Suburban/Rural Mix*
    5 *Largely Rural*

17. What is the approximate distance from your campus to the **nearest** public four-year university? (*Check the applicable box.*)
    ❑ Less than 10 miles
    ❑ 10-25 miles
    ❑ 25-50 miles
    ❑ Greater than 50 miles

18. Are there any comments you would like to add?

Please fold, staple, and mail this completed survey.

Thank you for your response to this survey.

Lori Gaskin, Dean of Instruction
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One College Drive
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APPENDIX B

Survey Instrument: Districts

Community College Mission Survey

This survey is part of a study investigating mission expansion within the California Community Colleges. The perspective of Board presidents such as yourself forms a central part of this research. Please answer all of the questions. If you wish to comment on any question, please feel free to do so in the space provided at the end of the survey.

1. California Education Code §66010.4 describes the mission of the California Community Colleges as follows:

> ***Primary Missions:***
> - Academic and Vocational Instruction
> - Advance California's economic growth and global competitiveness
>
> ***Essential and Important Functions:***
> - Remedial Instruction
> - English as a Second Language Instruction
> - Adult Noncredit Instruction
> - Support Services
>
> ***Authorized Function:***
> - Community Services courses and programs

To what extent do you agree/disagree with the following statement? (*Circle the appropriate number.*)

"*My educational philosophy is in accord with the mission priorities set forth in Education Code §66010.4 for the California Community Colleges.*"

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

Community College Mission Expansion

Of late, various social and political forces have worked together to cause the community colleges to broaden their function as educational institutions and take on new nontraditional roles such as:

- **Economic/Workforce Development** (e.g., workforce training, contract education, business/industry partnerships)
- **Social Service/Community Development** (e.g., welfare reform, community activism, programs for special populations)
- **Partnership Role in K-12 School Reform** (e.g., Tech Prep, School-to-Career, middle colleges)

I would like to ask you about your thoughts regarding this mission expansion.

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2. In your opinion, do you agree/disagree that these new nontraditional roles are **appropriate** for community colleges? (*Circle the appropriate number.*)

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

3. To what extent do you agree/disagree that your district is **effective** in achieving these new nontraditional goals. (*Circle the appropriate number.*)

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

4. Do you agree/disagree that these new nontraditional roles are consistent with the community college mission of providing **higher education**?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

5. Do you agree/disagree that **adequate funding** is available within your district to support expansion into these new nontraditional roles?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

Do you agree/disagree that your district should be:	*strongly agree*	*agree*	*neutral*	*disagree*	*strongly disagree*
6. A key player in ***advancing the economic health*** of your community?.....	1	2	3	4	5
7. An ***agent of social change*** to remedy social problems in your community?..... ..	1	2	3	4	5
8. A key partner in ***educational reform*** to address perceived inadequacies at the K-12 level?.....	1	2	3	4	5

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9. It has been suggested that community colleges are overextended and cannot be all things to all people. To what extent do you agree/disagree with this point of view?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

10. It has been suggested that mission expansion is leading to mission blur and ambiguity of purpose in the community colleges. To what extent do you agree/disagree with this point of view?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

Traditional Roles of Community Colleges

Next I would like your thoughts about the traditional roles of community colleges.

11. To what extent do you agree/disagree that your district's ability to **fulfill its traditional missions** (i.e., transfer, vocational education, remedial education, community service) has been compromised due to competition from the addition of more nontraditional functions?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

12. To what extent do you agree/disagree that the **transfer function in your district** has been de-emphasized due the addition of more nontraditional functions?

1	2	3	4	5
strongly agree	*agree*	*neutral*	*disagree*	*strongly disagree*

Community College Mission

13. Has the implementation of accountability measures (i.e., Partnership for Excellence) prompted a reevaluation of your district's mission priorities?

1	2	3
Yes	*No*	*To Some Extent*

14. How would you prioritize the following community college missions?
Place a **"1"** next to the ***most important mission*** and continue ranking through **"7"** for ***least important.***

____Transfer Education
____Vocational Education
____Developmental/Remedial Education
____Community Service (i.e., continuing education)
____Economic/Workforce Development (e.g., workforce training, contract education, business/industry partnerships)
____Social Service/Community Development (e.g., welfare reform, community activism, programs for special populations)
____Partnership Role in K-12 School Reform (e.g., Tech Prep, School-to-Career, middle colleges)

Finally, I would like to ask you about your district and the communities it serves.

15. In 1998-99, what was the **approximate** FTES for your district?
(*Circle number*)

1 Less than 4,000 FTES
2 4,000 - 10,000 FTES
3 Greater than 10,000 - 15,000 FTES
4 Greater than 15,000 FTES

16. How would you best categorize the type of community your district serves?
(*Circle only one number*)

1 *Largely Urban*
2 *Urban/Suburban Mix*
3 *Largely Suburban*
4 *Suburban/Rural Mix*
5 *Largely Rural*

17. Are there any comments you would like to add?

Please fold, staple, and mail this completed survey.

Thank you for your response to this survey.

Lori Gaskin, Dean of Instruction
Lake Tahoe Community College
One College Drive
South Lake Tahoe, CA. 96150
(530) 541-4660
FAX: (530) 541-7852

APPENDIX C

Cover Letter – First Mailing

UNIVERSITY OF NEVADA
•Reno

Department of Educational Leadership/283
Reno, Nevada 89557-0201
(775) 784-6518
FAX: (775) 784-6766

COLLEGE OF EDUCATION

April 21, 2000

«Name»
«Title»
«Company»
«Address1»
«City» «PostalCode»

Dear «Salutation»:

Of late, social, political and economic forces have caused the community colleges to broaden their role and function as educational institutions. Meeting an expanded suite of new responsibilities (in many cases, nontraditional in scope) presents both opportunities and challenges to community college leaders. As Dean of Instruction at Lake Tahoe Community College and a doctoral student at the University of Nevada, Reno, I have become especially interested in the evolving and broadening mission of the California Community Colleges.

I wish to investigate the opinions of key California community college leaders (i.e., Board of Trustees presidents, CEOs, and Academic Senate presidents) with respect to the concept of mission expansion. I am keenly interested in your perspective as president of the Board of Trustees since you hold the central leadership position within this body.

It would be most appreciated if you would complete and return the enclosed questionnaire by May 10, 2000. It will only take a few minutes of your time. You may be assured of complete confidentiality; your responses will be anonymous and your name will never be placed on the questionnaire. Your input is very important as it is hoped that this study will lay the foundation to enhance mission clarity and focus within the community colleges, strengthen institutional effectiveness, and reassess resource allocation.

I would be most happy to answer any questions you might have. Please feel free to contact me at (530) 541-4660, ext. 222 or via e-mail at gaskin@ltcc.cc.ca.us. Thank you in advance for your assistance and candid input.

Sincerely,

Lori Gaskin
Ph.D. Candidate, University of Nevada, Reno
Dean of Instruction, Lake Tahoe Community College

APPENDIX D

Letters of Support

April 21, 2000

«Name»
«Title»
«Company»
«Address1»
«City» «PostalCode»

Dear «Salutation»:

This letter expresses my support for a dissertation study which is being conducted by Lori Gaskin, Dean of Instruction at the college and a doctoral student in Educational Leadership at the University of Nevada, Reno. Her research seeks to evaluate the broadening missions of the California Community Colleges from the perspective of principal leadership groups within the system.

Your participation in this project will help provide valuable input regarding this important topic. Thank you for your assistance in helping to make this study a success.

Sincerely,

Guy F. Lease, Ed.D.
Superintendent/President

LAKE TAHOE COMMUNITY COLLEGE DISTRICT • One College Drive • South Lake Tahoe, California 96150-4524
(530) 541-4660 • For the Deaf: TTY (530) 542-1870 • FAX: (530) 541-7852

April 21, 2000

«Name»
«Title»
«Company»
«Address1»
«City» «PostalCode»

Dear «Salutation»:

This letter expresses my strong support for a dissertation study which is being conducted by Lori Gaskin, Dean of Instruction at Lake Tahoe Community College and a doctoral student in Educational Leadership at the University of Nevada, Reno. Her research seeks to evaluate the broadening missions of the California Community Colleges from the perspective of principal leadership groups within the system.

Your participation in this project will help provide valuable input regarding this important topic. Thank you for your assistance in helping to make this study a success.

Sincerely,

Roberta Mason
President, Board of Trustees

LAKE TAHOE COMMUNITY COLLEGE DISTRICT • One College Drive • South Lake Tahoe, California 96150-4524
(530) 541-4660 • For the Deaf: TTY (530) 542-1870 • FAX: (530) 541-7852

April 21, 2000

«fname» «lname»
«Title»
«college»
«caddress»
«ccity», «St» «czip»

Dear «Salutation»:

This letter expresses my support for a dissertation study which is being conducted by Lori Gaskin, Dean of Instruction at Lake Tahoe Community College and a doctoral student in Educational Leadership at the University of Nevada, Reno. Her research seeks to evaluate the broadening missions of the California Community Colleges from the perspective of principal leadership groups within the system.

Your participation in this project will help provide valuable input regarding this important topic. Thank you for your assistance in helping to make this study a success.

Sincerely,

Kelley Lewis
President, Academic Senate

LAKE TAHOE COMMUNITY COLLEGE DISTRICT • One College Drive • South Lake Tahoe, California 96150-4524
(530) 541-4660 • For the Deaf: TTY (530) 542-1870 • FAX: (530) 541-7852

APPENDIX E

Cover Letter – Second Mailing

UNIVERSITY OF NEVADA
•Reno

Department of Educational Leadership/283
Reno, Nevada 89557-0201
(775) 784-6518
FAX: (775) 784-6766

COLLEGE OF EDUCATION

FOLLOW-UP LETTER

May 12, 2000

«Name»
«Title»
«Company»
«Address1»
«City» «PostalCode»

Dear «Salutation»:

Three weeks ago, I sent you a questionnaire seeking your opinion about mission expansion in the California community colleges. If you have already completed and returned it, please accept my sincere thanks.

If by some chance you did not receive the questionnaire or it got misplaced, I have enclosed another copy for your convenience. Your input is very important since you hold a key leadership position within the community college system. It would be greatly appreciated if you would complete and return this brief questionnaire to me by May 26, 2000.

Should you have any questions, please feel free to contact me at (530) 541-4660, ext. 222 or via e-mail at gaskin@ltcc.cc.ca.us. Thank you.

Sincerely,

Lori Gaskin
Ph.D. Candidate, University of Nevada, Reno
Dean of Instruction, Lake Tahoe Community College

BEST COPY AVAILABLE